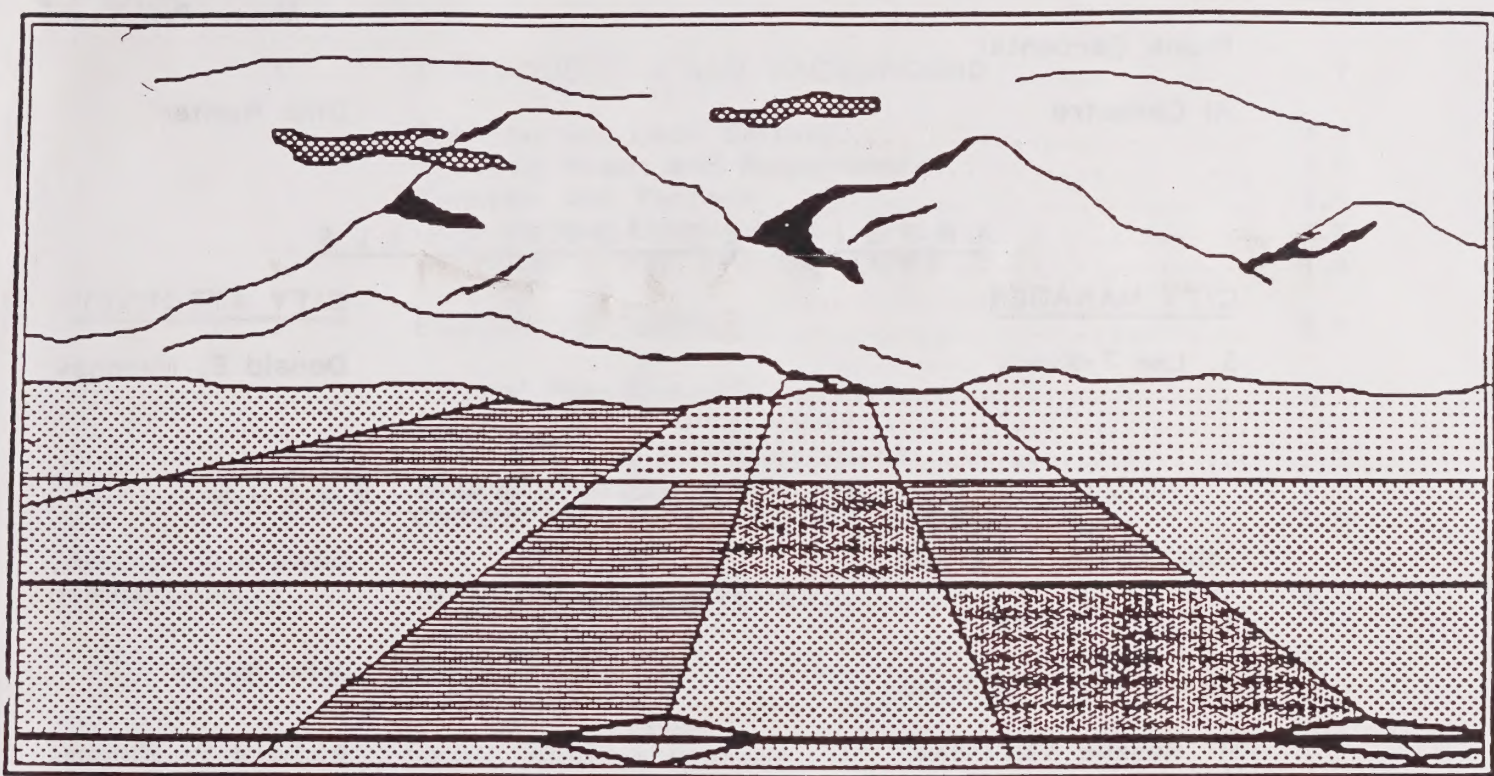


CITY OF UPLAND GENERAL PLAN



ELEMENTS:

- | | |
|---|---|
| LAND USE (1982) | OPEN SPACE/CONSERVATION (1982) |
| HOUSING (1989) | SUPPLEMENTS TO OPEN SPACE/CONSERVATION
RECREATION (1985) |
| SCENIC HIGHWAYS (1982) | MINERAL RESOURCES (1982) |
| SEISMIC SAFETY (1982) | NOISE (1982) |
| HAZARDOUS WASTE
MANAGEMENT PLAN (1990) | |



ADOPTED BY THE UPLAND CITY COUNCIL
21 JUNE 1982, RESOLUTION NO. 3247

UPDATES COMPILED JULY 1992



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Frank A. Hoover,
Mayor Pro Tem

Frank Carpenter

Al Canestro

Dina Hunter

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S. Lee Travers

CITY ATTORNEY

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Jean Holtz,
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Clerk

James E. Daniels,
Assistant Planner

Kathy Brooks,
Typist-Clerk

Linda D. Mabon,
Assistant Planner

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1 INTRODUCTION & BACKGROUND

INTRODUCTION AND BACKGROUND

This document is the General Plan of the City of Upland. It contains all nine elements mandated by State law. The General Plan depicts the desired future relationship between people and their needs for shelter, commerce, industry, education, recreation, safety and health. By way of introduction and background, the following topics are discussed in this section:

- Regional and Local Setting
- Planning Needs and Requirements
- Function and Purpose
- General Plan Elements
- Definition of Key Planning Terms

REGIONAL AND LOCAL SETTING

The City of Upland is located in the northwest corner of the West End Planning Area of San Bernardino County. This area includes the communities of Chino, Rancho Cucamonga, Montclair, Ontario and Upland. The western boundary of Upland generally coincides with the boundary line between San Bernardino and Los Angeles Counties. The northern boundary lies to the south of the San Antonio Heights residential community. The San Bernardino Freeway (Interstate 10) marks the southern boundary and the Rancho Cucamonga city boundaries coincides with the eastern limit line. Upland has common boundaries with the incorporated cities of Montclair to the southwest and Ontario to the south.

Upland is located approximately 35 miles east of Los Angeles and lies directly below the San Gabriel mountain range. The City provides a gateway to the Los Angeles National Forest and the Mt. Baldy Recreation Areas. Upland's main north-south artery, Euclid Avenue,

continues southward through the cities of Ontario and Chino and provides the main access to the City from the San Bernardino and Pomona Freeways. Exhibit 1-1 shows the geographic location of the City of Upland in relationship to surrounding communities and the region.

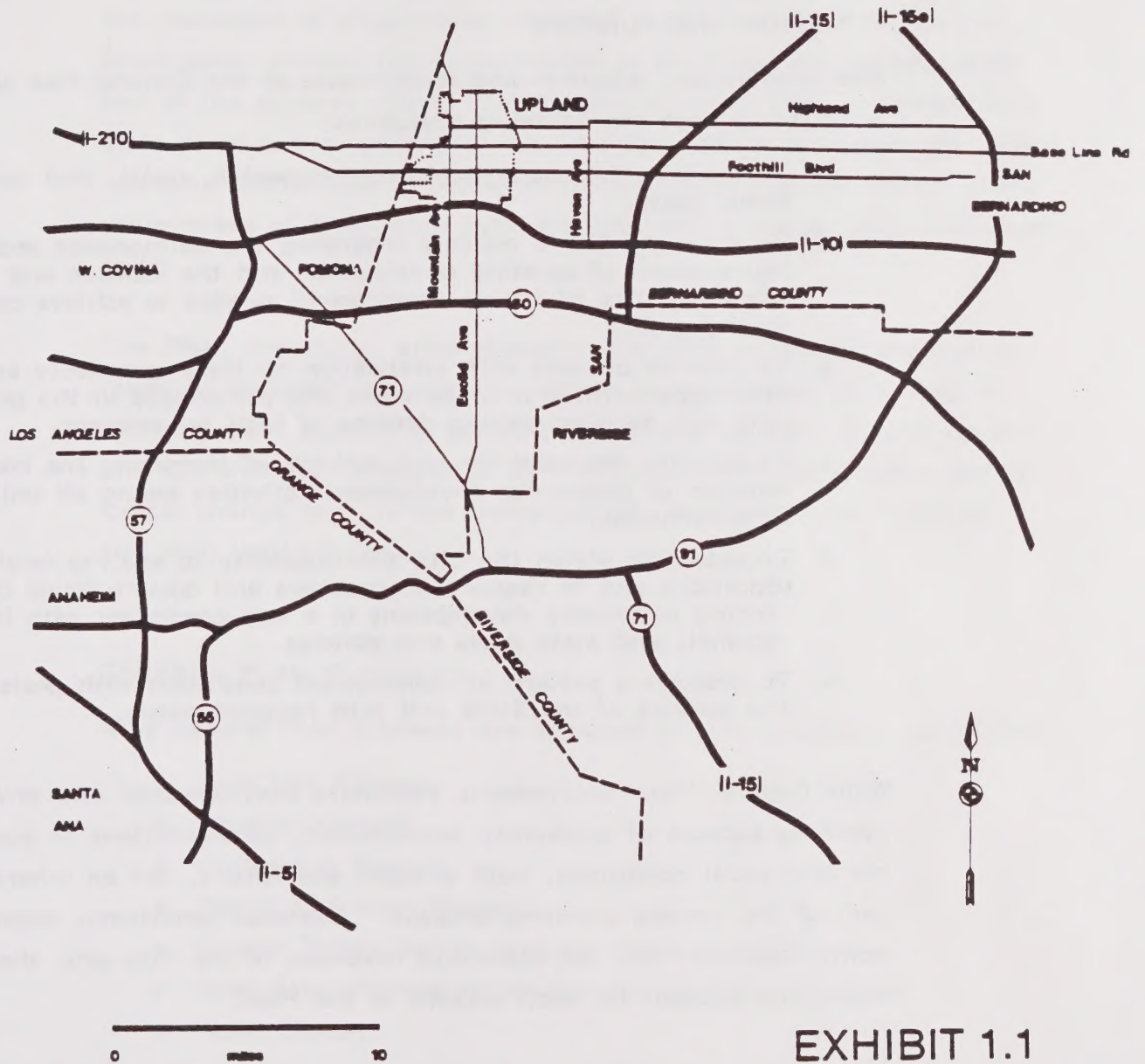
PLANNING NEEDS AND REQUIREMENTS

Government Code Section 65300 requires every city and county to draw up and adopt "a comprehensive, long-term general plan for the physical development" of the community. Government Code Section 65302 states that the general plan "shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals" and, specifies nine elements which are mandated to be included in the plan. These elements are: Land Use, Circulation, Scenic Highways, Housing, Conservation, Open Space, Safety, Seismic Safety, and Noise.

State law also requires that each General Plan:

- Must be comprehensive and long-term.
- Must cover all territory within the jurisdiction and any lands outside which relate to its planning in the opinion of the planning agency.
- Must address all relevant issues specified in Government Code Section 65302 and any issues specified by other applicable state laws.
- May address any additional issues the jurisdiction feels are appropriate.
- Should present data and analysis, policy, and implementation measures for each issue.
- Must be internally consistent.
- May be prepared in the format that best suits the needs of the jurisdiction.
- Should be written clearly and concisely and be readily available.

REGIONAL LOCATION



Beyond these basic planning law requirements, there are a number of other special issues to be addressed in the general plan, both those required to be included by the State, for such special issues as mineral resource protection policies, and others the City may ultimately elect to adopt as "optional" Elements, in order to serve as a basis for broader regulation of issues of sensitivity to the community.

FUNCTION AND PURPOSE

The preparation, adoption and maintenance of the General Plan is intended to meet the following objectives:

- To identify the community's environmental, social, and economic goals.
- To state the City's policies regarding the maintenance and improvement of existing development and the location and characteristics of future development needed to achieve community goals.
- To provide citizens with information on their community and with opportunities to understand and participate in the planning and decision-making process of local government.
- To identify the need for and methods of improving the coordination of community development activities among all units of government.
- To establish within the City the capability to analyze local conditions and to respond to problems and opportunities concerning community development in a way consistent with local, regional, and state goals and policies.
- To promote a pattern of development consistent with goals and policies of the State and with regional needs.

While General Plan requirements emphasize environmental and physical planning aspects of community development, considerations of economic and social conditions, both present and future, are an inherent part of the general planning process. Economic conditions, employment, business, and the costs and revenues to the City are, therefore, taken into account for each element of the Plan.

The Plan also attempts to maintain and enhance consistency between local, regional, and state planning and environmental goals and

policies, i.e., establishing parameters for future development which are consistent with, and compatible to, planned regional housing, circulation, transportation, waste-water treatment, air and water quality, etc., plans and/or programs. Total consistency with such plans and programs may not always be achieved or maintained. For, while the State is the strongest proponent of comprehensive and long-range planning, it is also the promulgator of much "special interest" planning legislation; legislation which is oriented toward the resolution of single-issue planning problems. Such legislation, when taken without full consideration of its long-term consequences and of the adverse effects it may have on other local, regional, and state plans and/or programs, has the potential to imbalance the inter-relationships between elements of the plan and, consequently, on the achievement of long-range planning and environmental goals and objectives.

The Plan, therefore, while attempting to forecast the future and to guide development accordingly, should be considered as a dynamic planning tool, subject to periodic review and capable of, and responsive to, changes necessitated by the dynamics of progressive technological change and, to the challenges of continued state, regional, and local urbanization.

GENERAL PLAN ELEMENTS

Nine General Plan Elements are included in this document, as follows:

- Land Use Element
- Housing Element
- Circulation Element
- Scenic Highways Element
- Seismic Safety/Safety Element (combined element)
- Open Space/Conservation Element (combined element)
- Noise Element

Each of these individual and combined elements is defined within the body of this report.

DEFINITION OF KEY PLANNING TERMS

State law refers to, but does not define or rank, "objectives," "policies," "principles," "standards," "plan proposals," and "programs" in the general plan. The following set of definitions, arranged from the general to the specific, has been used in preparing this General Plan Element. The source of these definitions is the General Plan Guidelines prepared by the Office of Planning and Research.

Goal -- The ultimate purpose of an effort stated in a way that is general in nature and immeasurable. Example: "To enhance the open space amenities of the community."

Objective -- A measurable goal. Example: "To reduce peak-hour traffic congestion to service level 'C' by 1984."

Policy (1) -- A collective term describing those parts of a general plan that guide action, including goals, objectives, policies, principles, plan proposals, and standards in both the text and diagrams.

Policy (2) -- A specific statement guiding action and implying clear commitment. Example: "Recreational uses in wildlife refuges and nature preserves shall be limited to those activities which are compatible with maintaining the environment with a minimum of disruption, such as hiking or horseback riding."

Principle -- An assumption guiding plan proposals, standards, and implementation. Example: "A neighborhood is bounded by arterial streets which carry through-traffic and which are located so as to avoid unnecessary traffic within the neighborhood."

Plan Proposal -- An explanation of how policies specifically apply to an area. Example: "Establish a green-belt along River X running from point Y to point Z." Note: a plan proposal can also take the form of a diagram.

Standard -- A specific, often quantified guidelines defining the relationship between two or more variables. Standards can often directly translate into regulatory controls. Example: Three to six dwelling units per net acre (low-density residential).

Implementation Program (Action Program) -- A coordinated set of measures to carry out the policies of the general plan. Example: Open space action program for implementing open space policies.

Implementation Measure -- An action, procedure, program or technique that carries out general plan policy. Example: "Develop a geologic hazard overlay zoning classification and apply it to all geologic hazard areas identified in the general plan."

2 EXECUTIVE SUMMARY.

EXECUTIVE SUMMARY

This section comprises a summary of the entire document. The summary is presented according to the following format:

- General Plan Overview
- General Plan Issues
- Major Findings and Conclusions
- Goals and Objectives
- Implementation Measures

GENERAL PLAN OVERVIEW

All nine mandated elements of a general plan are included in this document. There are five individual elements: land use, housing, circulation, scenic highways and noise. There are two combined elements: seismic safety/safety and open space/conservation. For purposes of establishing a common organizational structure, each individual and combined element is presented in the following way:

- Introduction/Background: State law and general planning requirements.
- Relation to Other General Plan Elements: Explanation of the functional relationship of the particular element to all other elements of the General Plan.
- Data Inventory: Assembly of background data, inventories and assessment, as prescribed for each element by State law.
- Statement of Goals/Objectives: For each element, a statement of these planning guidelines is established.
- Description of Implementation Measures: Planning policies and regulatory actions for each element are presented.
- Description of Internal Consistency: The consistency between each particular element and all other elements is described.

GENERAL PLAN ISSUES

State law identifies basic, fundamental issues which must be addressed by a general plan. These issues are briefly discussed on the following page.

- The land use element designates the general distribution, location, and extent (including standards for population density and building intensity) of the uses of land for housing, business, industry, open space, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses.
- The housing element consists of standards and plans for the improvement of housing and the provision of adequate sites for housing to meet the needs of all economic segments of the community.
- The circulation element identifies the general location and extent of existing and proposed major roads, highways, railroad and transit routes, terminals, and other local public utilities and public facilities.
- The scenic highway element prescribes the development, establishment, and protection of scenic highway corridors.
- The seismic safety element identifies and appraises seismic and geologic hazards.
- The safety element established standards and plans for the protection of the community from fires and geologic hazards.
- The open space element details plans and measures for the preservation of open space for natural resources, for the managed production of resources, for outdoor recreation, and for public health and safety.
- The conservation element provides for the conservation, development, and use of natural resources, including water, forests, soils, rivers, lakes, harbors, fisheries, wildlife, minerals, and other natural resources.
- The noise element examines noise sources yielding information to be used in setting land use policies for compatible uses and for developing and enforcing a local noise ordinance.

According to the State's advisory guidelines, some elements, like open space, encompass a number of issues, while others, like scenic highway, focus on a single topic. The requirements for the nine elements also overlap: several issues, such as geologic hazards, are mentioned more than once. Because local conditions vary, the relevance and importance of each issue specified in the law differ from community to community. A general plan needs to address each specified issue only to the extent it pertains to the jurisdiction. Where a local government determines that an issue specified in the law does not

apply to local conditions, the general plan should document the basis for the judgment.

MAJOR FINDINGS AND CONCLUSIONS

This document contains a wealth of background data and information. A brief synopsis of principal findings and conclusions with respect to each element is presented in the material below.

Land Use Element

The Land Use Element contains updated estimates of current land uses in the community. The element also describes the proposed land use pattern for the community. Residential land uses are expected to continue as a predominant land use in Upland.

Housing Element

Existing and future housing needs are identified in the General Plan Element. Current and future actions to address needs are described in the plan document. The Housing Element was prepared pursuant to A.B. 2853, commonly referred to as the Roos Bill.

Circulation Element

The proposed Foothill Freeway is an important link in the regional circulation plan, and the City of Upland is firmly committed to its development. An analysis of the existing street network indicates that, for the most part, the City is adequately served. An analysis of the various parking techniques reveals that, while on-street parking is normally less expensive and sometimes more convenient, off-street parking is generally more desirable due to lessening of adverse visual impacts, traffic congestion, and safety hazards. Street aesthetics, non-motorized circulation, and public transportation are other issues covered by the Circulation Element.

Scenic Highways Element

There are presently no officially designated State or County Scenic Highways in the City of Upland. However, there are routes of scenic and historical interest that warrant consideration for such designation. These latter routes include the following:

- Euclid Avenue
- Mountain Avenue
- Foothill Boulevard
- Benson Avenue

Seismic Safety/Safety Element

The City of Upland is located in a region that has historically been affected by considerable seismic activity. The following fault systems should be considered as potentially hazardous:

- San Andreas Fault -- Regional
- San Jacinto Fault -- Regional
- Cucamonga-Sierra Madre Fault -- Local
- Red Hill Fault -- Local
- San Jose Fault -- Local

The primary seismic threat facing Upland is that associated with ground shaking.

Potential community hazards include wildland fires, urban fires, hazardous materials, flood hazards and airport safety operations. All of these potential community hazards are mitigated by the adequacy of fire protection services, emergency preparedness, and other appropriate measures.

Open Space/Conservation Element

With respect to outdoor recreation, existing and planned park acreage fall short of total needs. The deficiencies prevail with regard to the City as a whole and in its various quadrants. Trails development in the City is an integral part of a larger regional network.

There is not a sufficient resource base to initiate conservation programs for forest resources, fish, or wildlife. Some areas of the City have soil well suited to citrus production; however, other factors affecting yield and quality reduce the potential for continued agricultural use. Water resources and mineral resources present the greatest opportunities for the utilization of natural resources in the City of Upland.

Noise Element

Most of the areas of Upland, except on heavily traveled streets and highways, experience noise levels that are below 65dB CNEL. Generally, ambient noise levels vary from 38 dBA in the daytime, 34 dBA in the evening, to 32 dBA in the nighttime. As the distance becomes greater from the freeway, the more densely populated areas, and the railroads, the noise impacts decrease; however, where the main City roadways exist the noise is increased without regard to surrounding land use or activity.

GOALS AND OBJECTIVES

Each element contains a series of goals and objectives. They are listed below for each element.

Land Use Element

Goals

- To provide for an orderly balance of public and private land uses within convenient and compatible locations throughout the City to protect and further the public interest, and to ensure that all such uses, by their nature, amount, design and arrangement, each serve to protect and enhance the character and image of the community as a predominantly low-density suburban residential community compatible with its natural environmental setting.

Objectives

- To assure that all support systems such as fire and police protection, educational, cultural and recreation, circulation and transportation, utilities, and other municipal services can be maintained at optimum levels of functional and economic efficiency.

Circulation Element

Goals

- To provide for a transportation system which supports planned land uses and improves the quality of life.
- To promote the efficient transport of goods and the safe and effective movement of all segments of the population.
- To make efficient use of existing transportation facilities.
- To protect environmental quality and promote the wise and equitable use of economic and natural resources.

Objectives

- To encourage State, regional, and local governments and agencies to achieve a coordinated and balanced regional transportation system, consistent with the City's social, economic and environmental needs and goals.
- To develop transportation planning, services, and facilities that are coordinated with and support the land use plan.
- To develop a balanced system of circulation which incorporates motor vehicles, pedestrians, bicycles, and other private and public transportation modes with greater safety and increased energy efficiency.
- To encourage the continuance of a public transportation system that will: (1) provide a viable alternative to the automobile, (2) satisfy the transportation needs of commuters, the economically disadvantaged, the aged, the young, and the handicapped, and (3) promote service at a reasonable and equitable cost to both the users and the general community.

Scenic Highways Element

Goals

- To protect and enhance the scenic attributes of Euclid Avenue, Mountain Avenue, Foothill Boulevard and Benson Avenue.
- To achieve a system of potential scenic routes that will provide for increased enjoyment and opportunity for scenic pleasure driving and travel.

Objectives

- To include trails, bicycle routes, equestrian facilities, and rest stops where appropriate.
- To develop corridor improvement programs to enhance scenic qualities.
- To encourage the design of road and street improvements that will enhance vehicular and pedestrian safety.
- To explore the possibilities of developing a local scenic highway program for Euclid Avenue as a joint program among the cities of Upland, Ontario and Chino.

Open Space/Conservation Element

Goals

- To provide a sufficient range of recreation opportunities to meet the needs of all individuals (all ages), families, and groups who reside in the City of Upland.
- To protect and maintain natural resources in the City with emphasis on those scarce resources that require special control and management.

Objectives

- To reduce park deficiencies in terms of acreage and locational requirements.
- To program the acquisition and improvement of park sites enough in advance of need to ensure their availability.
- To translate recreation needs into space requirements in order to determine optimum standards for park development.
- To coordinate the development of parks and recreation with other elements in the community to insure the most logical location and, where possible, combine with other compatible facilities such as schools, flood control, or water conservation areas, etc.
- To halt further pollution and depletion of water resources and to provide for an adequate future supply of high quality.
- To develop and extract mineral resources with minimum disturbance to the environment and provide for the eventual reclamation of these areas to uses consistent with the open space needs of the population.
- To reserve open areas for groundwater recharge.

Noise Element

Goals

- To provide a quiet environment for current and future residents of Upland.
- To implement a program for the reduction of noise in the City.
- To reduce the noise impacts to the people that live and work in Upland.

Objectives

- To maintain or reduce existing noise levels in sensitive areas found in the City.
- To reduce the areas involved within the CNEL = 70 noise contours.
- To increase the amount of noise attenuation and protective devices used in the City.
- To establish standards for residential and non-residential noise levels.

IMPLEMENTATION MEASURES

Each element contains a series of General Plan implementation measures. The implementation measures are presented in two categories: (1) policies, and (2) regulatory tools. The policies are statements intended to guide future actions of the City in connection with each General Plan Element. The regulatory tools are more specific measures such as zoning, improvement plans, park acquisition and so on. They are fully described in each element.

3 INTERNAL CONSISTENCY

INTERNAL CONSISTENCY

In 1975, the Legislature reaffirmed the unitary nature of the general plan by adding Government Code Section 65300.5:

In construing this article, the Legislature intends that the general plan and elements and parts thereof comprise and integrated, internally consistent and compatible statement of policies for the adopting agency.

Internal consistency of the Upland General Plan Elements is explained below.

LAND USE ELEMENT

This Element establishes guidance for the development of several other elements, including housing, circulation, scenic highways and open/space conservation. At the same time, the Land Use Element is prepared on the basis of technical and policy input of, in particular, the Seismic Safety/Safety Element and Open Space/Conservation Element.

HOUSING ELEMENT

This element is especially related to the Land Use Element. The provision for adequate housing sites (which is a required part of the Housing Element) is consistent with the residential designations of the Land Use Element.

CIRCULATION ELEMENT

The Circulation Element maintains a functional relationship with the Land Use, Scenic Highways and Noise Elements. The Land Use Element prescribes appropriate land uses which are compatible with the volumes and types of traffic projected for each corridor of the

transportation network. In a similar fashion, the Circulation Element's implementation measures are intended to reduce the adverse effects of vehicular traffic on the unique environmental character of the City, such as its residential and business land-use activities, as well as pedestrian safety.

The Circulation Element also assigns appropriate classifications for roadways which are deemed of local scenic interest in the Scenic Highways Element. Finally, more specific analyses undertaken in the Noise Element serve as input to both the Circulation and Land Use Elements, and reflect the City's effort to balance environmental considerations relating to ambient noise levels with sound land use and circulation planning principles of providing for a quiet and serene residential community with minimum restriction on citizen activity.

SCENIC HIGHWAYS ELEMENT

There is internal consistency between the Scenic Highways Element and the Land Use, Circulation and Open Space/Conservation Elements. An implementation measure included in the Scenic Highways Element is Resolution 2927 which amended the Land Use Element. That Resolution and amendment to the Land Use Element prescribes appropriate land uses for the Euclid Avenue scenic corridor. The Circulation Element proposes designations for the roadways of local scenic interest which are compatible with the intent of the Scenic Highways Element (i.e., arterial classification, right-of-way, etc.). Finally, the findings and recommendations of the Scenic Highways Element served as inputs to the considerations of the Open Space/Conservation Elements.

SEISMIC SAFETY/SAFETY ELEMENT

There is internal consistency between the Seismic Safety Element and Safety Element since the General Plan issues which are addressed by these elements are combined into a single document. This internal consistency is achieved with respect to background planning data,

appraisal of hazardous conditions, goals and objectives and, finally, implementation measures such as policies and regulatory tools.

Besides the above, the related issue of designating open space land for public health and safety (i.e., flood plains) is incorporated into both the Open Space Element and the Land Use Element. Each of these documents designates the flood plains as open space. In connection with airport safety, the clear zone is designated as "open space" by the zoning map of the City. The consistency between the Noise Element and airport safety is achieved by implementation measures where all buildings within the 65 CNEL must be attenuated to an interior level of 55 CNEL.

OPEN SPACE/CONSERVATION ELEMENT

Internal consistency between the Open Space Element and Conservation Element is achieved since they are combined into one document. The open space issue of "scenic highway corridors" is handled by the more focused Scenic Highways Element. Besides the foregoing, the existing and future parks designated by this combined element are consistent with those shown on the Land Use Element Map. Finally, this element includes an open space designation for the flood plain which is consistent with the one shown by the Land Use Element.

NOISE ELEMENT

Noise Element information is a continuing guideline for the Land Use Element. A land use/noise compatibility matrix is established for purposes of guiding land use decisions, both current and future. Once again, with regard to land use, the concept of a noise referral zone is suggested for future consideration. The measurement survey, contours, and recommended implementation measures all serve to guide the formulation of a more specific noise ordinance. Lastly, the Noise Element suggests and the Circulation Element incorporates

the idea that it may be useful to regulate traffic volume and limit the trucks on some roadways.

ADOPTED BY
THE UPLAND CITY COUNCIL
April 8, 1996

Resolution No. 4695

Revised 7/98

IV
LAND USE
ELEMENT

ELECTED OFFICIALS

CITY COUNCIL

Mayor Robert R. Nolan Councilmember David Stevens
Mayor Pro Tem Tom Thomas Councilmember Elizabeth M'Donough
 Councilmember Gail Horton

APPOINTED OFFICIALS

CITY MANAGER

Martin E. Thouvenell

CITY ATTORNEY

James Markman

PLANNING COMMISSION

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EXECUTIVE SUMMARY

A. Amendment Overview

The Upland General Plan Program amends the Land Use and Circulation Elements of the General Plan. The General Plan has been prepared to include the following

Introduction and Background

Presents background data and existing conditions survey.

Determinants of Land Use Issues

Identifies existing or potential conditions that require action through the General Plan process.

Relationship to Other Elements

Explains the functional relationship of Land Use and Circulation Elements to the other required elements included in the General Plan.

Description of Land Use Categories and Roadway Descriptions

Discusses the General Plan land use designations and roadway rights-of-way.

Map

Provides a graphic representation of the Land Use and Circulation Elements of the City of Upland General Plan.

Goals and Strategies

Establishes the goals and strategies for each issue topic.

Implementation

Presents the planning policies, regulatory actions, and City programs for the Land Use and Circulation Element of the City of Upland General Plan.

B. Issue Format

The need to address substantive land use issues in Upland offered the City an opportunity to organize the General Plan in an issues format. The General Plan review process was designed to identify critical issues of interest throughout the City.

The General Plan process included three community workshops and a series of Planning Commission and City Council public workshops to elicit public input. Surveys of existing conditions and land use analyses were also conducted. At the end of this process, the concerns identified by the citizens were categorized by issue and addressed by implementing strategies in each element of the General Plan.

An issue is defined as an existing or potential condition that is important to the well-being of the City and requires that some action be taken. The issues presented in the General Plan included neighborhood protection, housing opportunities, historical preservation, economic development, commercial revitalization, industrial development, and circulation.

The proposed General Plan Program policies are the options available that best carry out the primary goals of the plan--to reinforce quality residential uses in Upland and provide for a mixture of supporting commercial and regional/commercial/industrial uses to expand economic opportunities for the residents of Upland.

C. Implementation Guidance

Each element contains a series of General Plan implementation measures, which are actions, procedures, or techniques that carry out the General Plan strategies.

The programs contained in the Upland General Plan Amendment encompass a broad range of actions which implement the strategies of each element.

- Programs which are currently being implemented by the City and will be continued;
- Modifications of existing programs, with little or no fiscal impact on the City;
- Proposed new programs.

Of these, some are mandated by State law (e.g. zoning, CEQA review, and housing programs). Others account for plan policies which, while they may be contained in a State-mandated element, are not necessarily mandated actions by the City. Unless otherwise noted by State law, each and every implementation measure listed in the General Plan Amendment is not to be construed as mandatory, but only as guidance for the City in accomplishing the goals and strategies of the General Plan Amendment.

D. Planning Issues

The General Plan Program addresses the Land Use and Circulation Element issues which are required by State law.

The *Land Use Element* designates general distribution, location, and extent (including standards for population density and building intensity) of the uses of land for housing, commercial, industry, public buildings and grounds, open space/recreation, special uses, and other categories of public and private uses.

The *Circulation Element* identifies the general location and extent of the existing and planned transportation network, including: highways, streets, pedestrian paths, bikeways, air transport, buses, rail, and para-transit services.

Both the Land Use and Circulation Elements address relevant issues, recommended in the State's advisory guidelines. The Upland General Plan Program addresses each issue specified by State law.

Issues relevant that are addressed in this General Plan include the following:

- Protection of the viability and stability of residential neighborhoods.
- The necessity to implement programs and policies to maintain and increase opportunities for provision of affordable housing in the City.
- Preservation of the integrity of historically significant neighborhoods throughout the City.
- The amounts and types of non-residential land uses which are feasible for short- and long-term development in the City.
- The recognition that commercial revitalization is necessary to update the declining Seventh Street commercial area.
- Industrial revitalization potential for industrial properties located along the Ninth Street industrial corridor.
- The need to plan for unincorporated areas within the City's Sphere of Influence that are reserved for potential annexation to the City.
- Development of a transportation system that will support the comprehensive goals of the region.
- Creation of a balanced transportation system that both supports, and is integrated with, planned land uses.
- Protection of residential neighborhoods from traffic intrusion while accommodating local and through traffic.
- Development of a transportation system that is financially, legally, and politically feasible; has broad public support; and has a commitment to its implementation by elected officials and those providing transportation services.
- Efficient use of existing transportation facilities.

E. Amendment Characteristics

After thorough analysis of issues related to the City, specific topics were chosen from which the Land Use and Circulation Amendments evolved. Each amended element contains specific goals and strategies organized by issues and includes implementation measures to attain achievement of the goals and strategies. The following presents an overview of the fundamental components of the Land Use and Circulation Elements directed at improving the quality of life in the City.

Land Use Element

The Land Use Element contains updated estimates of current land uses in the City. The Amended Land Use Element also describes the proposed land use pattern and distribution for the community. Single-family residential land uses are anticipated to continue as the predominant land use in the City. Additional emphasis is placed on policies that promote economic development programs.

Circulation Element

The updated Circulation Element responds to changes in the amended Land Use Element plan and reflects changes that have occurred to the circulation network and transportation policies since adoption of the 1982 Circulation Element. Several roadway segments are redesigned or reclassified to better reflect existing and proposed land uses and traffic conditions. All segments of the transportation network are planned to accommodate existing and ultimate development patterns of the Upland community. At the same time, the transportation network is designed to accommodate inter-city through-traffic and to comply with regional transportation goals.

Element Format

Each amended Element (Land Use and Circulation) is formatted to include the following:

Current Conditions

This section supplies information for the General Plan Amendment that pertains to existing conditions throughout the City.

Determinants of Land Use/Circulation Issues

This section is a description of the issues that were identified by residents during the public-participation issues identification process.

Relationship of Other Elements

This discusses each element's relationship to the other elements in the General Plan.

Land Use and Zoning Inconsistency

This section is unique to the Land Use Element and discusses the relationship between the Amendment and zoning within the City.

Interpreting the Map

This section is located in the Land Use Element. It aids the reader with an in-depth description of the map and how it should be read.

Land Use Categories/Circulation Plan

These sections outline the new type of land use categories and Circulation Plan descriptions. They offer detailed descriptions of all categories.

Goals and Strategies

This section of each element is the basis of the policies that are recommended in the amendment. They are broken down by issues which were identified during the community participation process.

Implementation Programs

This section serves as the basis from which the goals and strategies can be implemented.

INTRODUCTION

A. Purpose

In March, 1994, the Upland City Council approved the Scope of Work and directed staff to prepare the Upland General Plan revision. This phase of the General Plan addresses single-family/multi-family residential, the Seventh Street commercial, and the Ninth Street industrial issues as they relate to broader questions of land use, circulation, and fiscal/economics.

The General Plan is a policy document designed to give long-range guidance to those making decisions affecting the character and the future land use in a city. Phase I of this program was completed in December, 1990, with City Council adoption of the Southeast Quadrant General Plan. The General Plan amendment created policies for the Southeast Quadrant relating to the Land Use and Circulation Elements. Phase II will address the need for citywide goals and policies to address land use and circulation issues. Specifically, this amendment focuses on the location, extent, and density/intensity for single-family and multi-family residential, commercial, and industrial uses in the City. To address these land use issues and related circulation questions, the issue-oriented approach was adapted and applied to this General Plan amendment. The amendment is organized by issues and proposes policies and implementing strategies that will support the Upland General Plan Land Use and Circulation Elements.

The following ten functions and State requirements will be met:

- To guide the City in responding to important physical development-related issues.
- To provide strategies for realizing the best community potential, particularly from an economic and fiscal standpoint.
- To guide future decisions regarding all aspects of physical development, including both privately originated projects and public improvement projects.
- To clarify what is meant by, and to describe how to achieve, the optimum living environment under conditions projected in the amendment.
- To provide policy direction for the City in working with other government agencies and to establish programs involving other agencies' cooperation.
- To enable the community to capitalize on and enhance those qualities and characteristics that give it identity and pride.
- To help the City efficiently administer its public resources.
- To use the amendment to educate and inform interested parties about the City.

- To protect community development decisions from successful legal challenge on the basis of alleged General Plan inadequacy or incompleteness, including challenges of process deficiency
- To focus the plan amendment on issues it intends to resolve by balancing the public's expectations and demands into workable solutions

This amendment and the previous Southeast Quadrant General Plan and Environmental Impact Report, which was adopted by the City Council in December, 1990, and which is hereby incorporated into this document by reference, will be valuable tools for guiding change while assuring stability throughout the City.

B. Process

The process for identifying alternatives and formulating a recommended plan merits explanation because it lies at the heart of completing Phase I of the Upland General Plan Program. It consisted of the following steps, some of which were sequential and some of which were concurrent:

Current Conditions Analysis

The process of evaluating current conditions included review of the existing General Plan, existing zoning, existing land use patterns, the condition of existing uses, historic resources data, and reinforcing or conflicting relationships between these factors and current policies.

Market Opportunities Analysis

An evaluation was made of the market area in which land uses in Upland compete. This particularly emphasized non-residential uses because of the interest expressed by the area residents and the City Council in balancing revenue-generating uses with maximum single-family development, thus raising the question of whether land that had been committed to other uses might have single-family residential potential. The result of this analysis was to increase industrial and commercial uses through new land use designations, to create a balance between single-family residential uses and multi-family uses and to identify viable opportunities to maintain existing quality multi-family residential uses in the City.

Land Use Tools

In addition to the pattern of land uses incorporated into each alternative, new land use tools were suggested in the form of new land use categories for the General Plan. These were applied in different applications in the various alternatives.

Public Workshops

Two community workshops were held during the alternative formulation process one during the data analysis phase, and one after preliminary alternatives had been developed.

In addition, two Planning Commission workshops, a joint City Council/Planning Commission workshop, and a City Council workshop were held after community land use alternatives were identified. The purpose of these workshops was to work with the community developing the land use alternative to best serve the City

Traffic Analysis

Estimates of probable traffic conditions were used in evaluating land use alternatives. Buildout traffic volumes were calculated by applying the Upland Travel Demand Forecast Model to the citywide street and highway system and by applying the SANBAG Comprehensive Transportation Plan Model output to designated CMP arterials.

These buildout traffic volume calculations demonstrated minor variations between land use alternatives. Overall, the recommended land use alternative generated lower traffic volumes than the existing 1982 General Plan Land Use Plan and the other alternatives considered.

Traffic model runs were also conducted to test the impact of reclassifying certain secondary arterials to collector streets in order to reduce traffic impacts in residential neighborhoods. These analyses demonstrated that the reclassification of certain segments of Campus Avenue and Eighth Street would not impact the transportation network.

Fiscal Analysis

The fiscal analysis considered the recurring revenues and costs projected to accrue to the City of Upland from development of five representative alternative development scenarios. The fiscal impact analysis served as a guide to the land use designation mix for each alternative, and ultimately supported the formulation of the preferred alternative land use scenario.

Five alternatives were discussed and the preferred alternative was chosen from a compilation of the following:

- Existing General Plan at buildout
- Neighborhood Conservation
- Increased Economic Development
- Community Land Use Alternative I
- Community Land Use Alternative II

C. Approach***Project Description and Environmental Setting******Location and Setting***

The City of Upland is located in the northwest corner of the West End Planning Area of San Bernardino County. The western boundary of Upland generally coincides with the boundary line between San Bernardino and Los Angeles counties. The northern boundary lies to the south of the San Antonio Heights residential community. The San Bernardino Freeway (I-10) marks the southern boundary, and Rancho Cucamonga city boundaries coincide with the eastern city limit line.

Upland is located approximately 35 miles east of Los Angeles and lies directly below the San Gabriel Mountain Range. The City provides a gateway to the Angeles National Forest and to the Mt. Baldy Recreation Area. Upland's main north-south artery, Euclid Avenue, dissects the City in half, with Foothill Blvd. serving as the main east-west arterial. Figure 1 illustrates the regional location of the area.

Project Objectives

The areas of the City adjacent to Euclid Avenue and the Town Center were the first sections of the City of Upland to develop. Today these areas are characterized by mixed land uses including single- and multi-family residential, commercial, and industrial. The City recognizes the need to maintain the integrity of the single- and multi-family residential neighborhoods in the community and to establish long-range policies to guide development of commercial/industrial uses. Additionally, inconsistencies between the existing zoning and the proposed amendment are identified, and a strategy for bringing the zoning into consistency with the General Plan is included.

The baseline analysis for the General Plan Program documents existing land use, circulation, and fiscal/economic conditions. The land use analysis includes identification of residential uses and transitional residential neighborhoods adjacent to commercial/office and industrial uses. This information was utilized to identify neighborhoods to be preserved, areas with potential for revitalization, and areas which may be suitable for intensification of industrial and commercial uses. From this, a range of density configurations was explored.

Project Amendment Characteristics

The proposed project involves amendments to the Land Use and Circulation Elements of the City's General Plan. The General Plan amendment entails the following:

A total of 4253.81 acres of land are designated for residential uses. 3727.68 acres are committed to single-family uses, and 526.13 acres are committed for multi-family uses.

The General Plan Land Use Alternative projects 25,085 residential units at buildout, 16,321 (64 percent) single-family, and 7,525 (29 percent) multi-family. (See Table 1.)

Table 1

Proposed Land Use Alternative at Buildout	
Total Dwelling units (detached)	25,085
Single Family units	16,321.5
% Single Family units	64%
Multi-Family units (attached)	7,525
% Multi-Family units	29%
Population	74,000

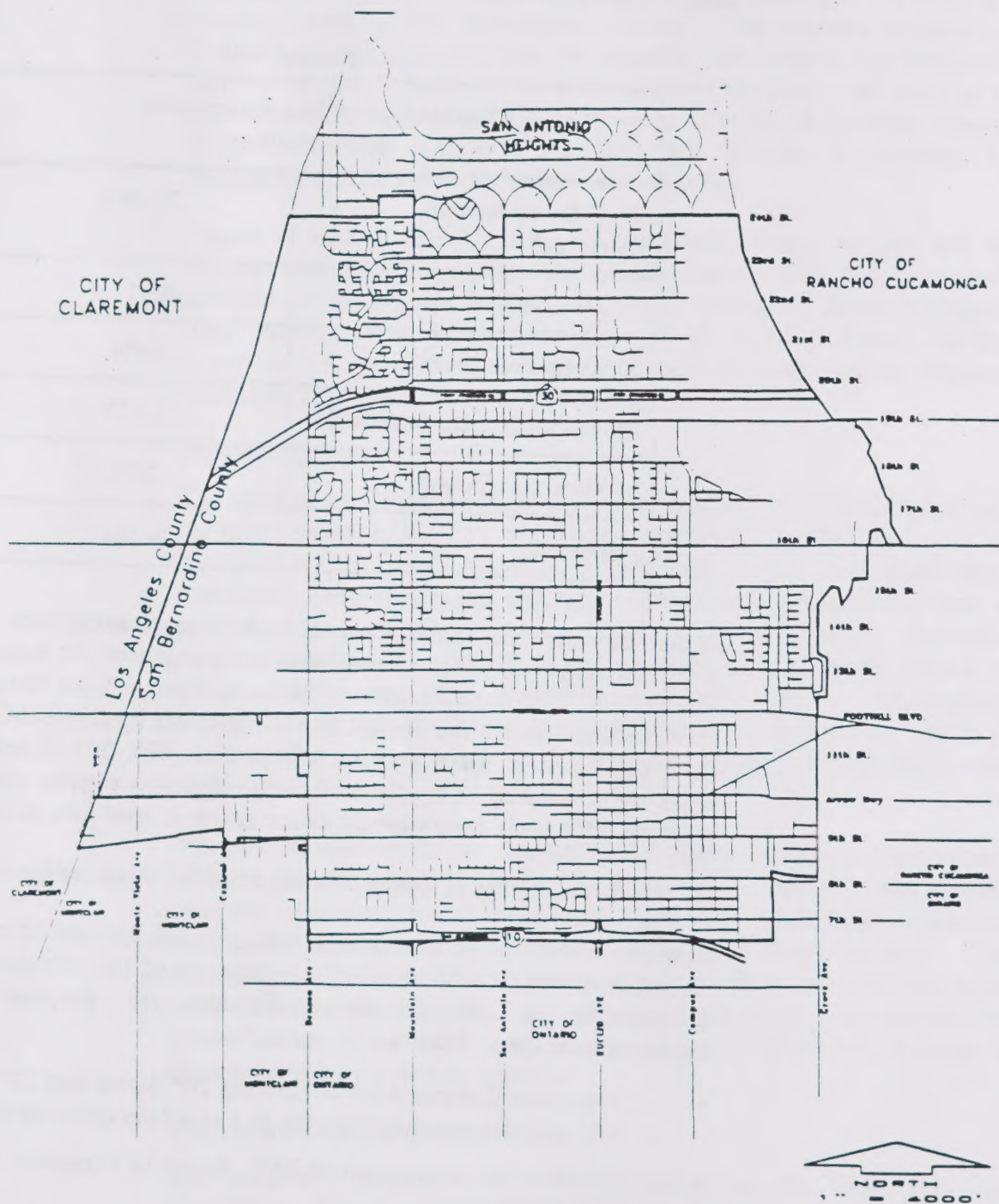
In the non-residential sector, the total land for commercial uses in the City is 544.74 acres and 268.3 acres of land are designated for industrial uses. The General Plan commits 2096.35 acres to Special Uses throughout the City. Included within the Special Use category are Residential/Commercial (SP), 619.42 acres; and Commercial/Industrial (SP), 255.08 acres. These areas are committed to regulation by a specific plan overlay zone. Future planning efforts will determine the commitment of land uses in these areas.

No significant change in land uses is expected for quasi-public uses.

In order to maintain constancy with the Land Use Element to correlate the allowable densities with the carrying capacity of the circulation system, amendments to the Circulation Element are proposed. These improvements are as follows:

- Designate Campus Avenue between 20th Street and 23rd Street from a four-lane secondary highway to a two-lane collector street.
- Maintain the connection of 24th Street to Mountain Avenue as a "T" intersection.

Figure 1
Vicinity Map



- Redesignate Eighth Street from San Antonio Avenue to the east City Limit from a four-lane arterial to a two-lane collector street
- Incorporate into the Circulation Element the 1995 Upland Bicycle and Pedestrian Facilities Master Plan as the Non-Motorized Circulation Element of the City.

California Environmental Quality Act Compliance

A Negative Declaration was prepared in accordance with the California Environmental Quality Act (CEQA). The Initial Study prepared for the General Plan Amendment determined that this project would not have significant environmental impacts, and, therefore, a Negative Declaration was warranted. Large-scale projects, or projects implemented as a result of this General Plan Amendment, that the City decides may have significant environmental impacts will need further analysis on a project-by-project basis.

D. Citizen Participation

Citizen participation was a vital element in forming the preferred plan. The community was involved in the process through community workshops conducted by the City. Comments ranged from general concerns regarding the City of Upland to specific concerns within the City.

Three community workshops have been held to allow Upland residents to provide input into the General Plan Update. The first meeting held on June 8, 1994, was attended by approximately 150 residents. They identified specific concerns and issues relating to their immediate neighborhoods which they wished to have addressed by the General Plan. The work product from the workshop was a list of the five most pressing issues of each of the participating working/decision groups.

The second community workshop held October 18, 1994, sought to elicit comments from the community on underlying assumptions that would serve as the foundation for long-range policy and to identify a community land use alternative to evaluate for the Upland General Plan. Three land use alternatives were presented to community members who, on the basis of their interest in a specific study area, divided into working groups to develop a community land use alternative. In addition, the group reached consensus on the following assumptions to provide direction for the policy and land use policy decisions considered during preparation of the General Plan:

- Upland will continue to be a low-density residential community.
- Community and neighborhood values will not be compromised by new development.
- Upland is not likely to become a major regional retailing or employment center.

EXHIBIT 1 GENERAL PLAN LAND USE SUMMARY

Land Use Summary Within City Limits

Alternative II		
Land Use Categories	Acres	Percent
<u>Single-Family Residential</u>		
0-2, 0-3, 0-4 du/ac	2,410.29	30.7
4-6 du/ac	1,061.40	13.5
7-10 du/ac	143.29	1.8
Mobile Home Park	112.70	1.4
Total	3,727.68	47.4
<u>Multi Family Residential</u>		
7-12 du/ac Condominium	152.47	1.9
12-20 du/ac Condominium	35.44	0.5
7-12 du/ac	12.60	0.2
12-20 du/ac	325.62	4.1
7-30 du/ac	0.00	0.00
Total	526.13	6.7
<u>Commercial</u>		
Highway Commercial	285.16	3.6
Regional Commercial	68.27	0.9
Office Only	44.16	0.6
Commercial Professional	31.69	0.4
Transit Commercial	8.04	0.1
Neighborhood Commercial	35.28	0.4
Central Trading	72.15	0.9
Airport-Related Commercial	0.00	0.00
Total	544.75	6.9
<u>Industrial</u>		
Light Industrial	255.90	3.3
Industrial/artist Loft	12.43	0.2
Total	268.33	3.4
<u>Special Uses</u>		
Institutional/Institutional(SP)	21.52	.3
Residential/Commercial (SP)	619.42	7.9
Commercial/Industrial (SP)	255.08	3.2
Airport	119.07	1.5
Hospital	21.13	0.3
Open Space	1,060.13	13.5
Total	2,096.35	26.7
<u>Public Facilities</u>		
Total	696.88	8.9
Grand Total	7,860.12	100.00

Land Use Summary San Antonio Heights

Alternative II		
Land Use Categories	Acres	Percent
SFR 0-3 du/ac	990.22	86.74
Neighborhood Commercial	3.99	0.35
Open Space	147.36	12.91
Total	1,141.57	100.00

Land Use Summary County Island

Alternative II		
Land Use Categories	Acres	Percent
Commercial Industrial (SP)	319.15	86.30
Institutional (SP)	50.80	13.7
Light Industrial	0.00	0.00
Total	369.95	100.00

- Additional economic development can take place in selected parts of the City.
- California is changing, and these changes will affect Upland and its neighborhoods.
- Transportation and air quality concerns will increasingly affect land use planning and lifestyles of Upland residents.

On December 8, 1994, the underlying assumptions and land use alternatives from the community workshops, along with a report on the fiscal/economic model, were presented for review and comment at a joint City Council/Planning Commission workshop.

The General Plan was reviewed by the community at a subsequent General Plan workshop held by the Planning Commission on August 23, 1995. Additional comments were received from the public, resulting in further refinements to the Land Use Alternative. The General Plan will receive further public review at scheduled Planning Commission and City Council public hearings.

E. Relationship to General Plan

The intent of this amendment is to complete Phase One of the General Plan Program for the entire City. At this point, the issue format and approach is used for investigation and determination of the preferred land use plan and transportation plan for Upland. The organization of the amendment, however, is traditional and parallels the structure of the currently adopted Upland General Plan. This is done to aid the reader with understanding the first phase of the program.

A GUIDE TO THIS AMENDMENT

A. Organization, Format & Structure

Text

The General Plan Program document text is organized into the following sections

Executive Summary

This chapter provides a general overview of the Upland General Plan Program, a discussion of the issue format for establishing Plan direction, overview of characteristics of implementation measures, identification of key issues relevant to the City of Upland, and a description of topics covered by the documents.

Introduction

This chapter contains a discussion of the purpose of the General Plan program, the process under which the General Plan was developed, the approach to the General Plan Program, summary of the Land Use and Circulation Elements, the citizen participation process, and a discussion of the relationship of the Upland General Plan Amendment to the existing Southeast Quadrant General Plan.

Guide to the Amendment

This chapter provides an overview of the organization and format of the document; discusses internal consistency between the Land Use and Circulation Elements and the other elements of the General Plan; identifies procedures for General Plan review, update, and amendments; and outlines project review procedures and the City's development review process.

Land Use Element

This chapter provides a description of the existing physical conditions in the City, a summary of the key issues as they relate to Upland, a discussion of the interrelationships of the General Plan Elements, Land Use and zoning inconsistencies, a guide to the interpretation of the Land Use and Circulation maps, a summary of the Preferred Land Use Alternative and detailed descriptions of the Land Use designations, identification of goals and strategies to reinforce Upland as a viable residential community, the inclusion of goals and strategies to establish an industrial and commercial base in Upland, and a listing of programs and activities to be carried out by the City to implement the goals and strategies of the Land Use Element.

Circulation Element

This chapter provides an in-depth discussion of the current traffic conditions and describes the transportation network in the City of Upland. Circulation issues specific to the street and lighting system are analyzed; the relationship of the Circulation Element to the other elements of the General Plan are summarized; the recommended Circulation Plan is described in detail, including proposed roadway designations; goals and strategies for the provision of an adequate circulation system are identified, and the measures and programs to be carried out by the City to implement the Circulation Element are listed.

Maps

The series of maps contained in the amendment are as follows:

Land Use

The Land Use Maps depict parcel-specific Land Use Districts, which, in conjunction with the text, contain the types and intensities of uses, lot sizes, densities, development standards, and the conditions under which the uses are allowed.

Circulation

The Master Plan of Streets and Highways shows the alignments and ultimate cross-sections of major and secondary arterials and collector streets.

The basic function of the routes on the Circulation Element maps is to indicate major transportation corridors, both existing and proposed, as they relate to each other and to planned land use districts and health and safety features. They also serve as a guide for offers of dedication and improvements to rights-of-way, either in advance of need or as development occurs.

Interpretation of the General Plan

Map Boundaries and Symbols

In any case where uncertainty exists regarding the location of boundaries of any land use category, proposed public facility symbol, circulation alignment, or other symbol or line found on the official maps, the following procedures will be used to resolve such uncertainty:

- Boundaries shown as following, or approximately following, lot lines, shall be construed to be following such lot lines.

- Where a land use category applied to a parcel is not mapped to include an adjacent street or alley, the category shall be considered to extend to the centerline of the right-of-way
- Boundaries shown as following, or approximately following, the limits of any municipal corporation shall be construed as following such limits.
- Boundaries shown as following or approximately following section lines, half-section lines, or quarter-section lines shall be construed as following such lines.
- Boundaries shown as following, or approximately following, railroad lines shall be construed as lying midway between the main tracks of such railroad lines.
- Boundaries shown as following, or approximately following, the centerlines of streams, rivers, or other continuously flowing water courses shall be construed as following the channel centerline of such water courses taken at mean low water, and, in the event of a natural change in the location of such streams, rivers, or other water courses, the zone boundary shall be construed as moving with the channel centerline.
- Boundaries shown as separated from, and parallel or approximately parallel with, any of the features listed above shall be construed to be parallel with such features and at such distances therefrom as are shown on the map.
- Symbols that indicate appropriate locations for proposed public facilities are not property specific. They indicate only the general area within which a specific facility should be established.

B. Internal Consistency

All elements of the General Plan are of equal importance. No element is to be subordinate to another. Goals, strategies, implementation measures, principles, standards, and plan proposals for each of the elements are to be consistent with each other. The General Plan text and maps must also be consistent. These requirements are affirmed by Government Code Section 65300.5.

As defined by the State General Plan Guidelines, the General Plan elements often overlap in subject matter and policy. Internal consistency of the Upland General Plan Amendment and the existing General Plan Elements is discussed below.

Land Use Element

This Element establishes guidance for the development of other General Plan Elements. In turn, the Land Use Element is developed with technical and environmental considerations derived from other elements of the plan. The Land

Use Element as amended, provides for the types, density/intensity, and distribution of development.

Housing Element

The Housing Element provides for the manner in which existing housing will be conserved and new housing will be produced in the context of the areas permitted for development by the Land Use Element. Given the emphasis of the Upland General Plan Amendment to focus on location, distribution, and density of single and multi-family residential areas, it is imperative that the Housing Element be consistent. Therefore, it is recommended that the Housing Element be updated to reflect land use decisions and related implementation programs as identified in the amended Land Use Element.

Circulation Element

The Circulation Element identifies types of roadways, and specifies the means by which public roadway infrastructure will be provided to support the uses accommodated by the Land Use Element. The Circulation Element maintains a functional relationship with the Land Use Element and Noise Element. The Circulation Element amendment responds to existing circulation problems and issues within the City. Implementation measures are recommended to reduce the adverse effects of vehicular traffic currently experienced as well as measures which will support buildout of the amended land use designations and densities. In turn, the Land Use Element prescribes appropriate land uses which are compatible with the volumes and types of traffic projected for each corridor of the transportation network.

Noise Element

Noise Element information serves as a guideline for the Land Use Element through the establishment of a land use/noise compatibility matrix. The matrix serves as input to the determination by location of particular land uses to ensure compatibility with the roadway network and associated noise impacts. The more specific technical analysis performed for the Noise Element serves as input to the Land Use Element and the Circulation Element. The Noise Element regulates the circulation network by identifying where noise levels resulting from traffic volumes exceed acceptance levels for the land uses designated. In order to balance the environmental considerations relating to ambient noise levels with the amended Land Use and Circulation plans and implementation programs for the City of Upland, an update of the Noise Element is recommended to maintain internal consistency.

Open Space/Conservation Element

The Open Space/Conservation Element defines the range of services needed to support the City's residents, businesses, and visitors and defines policy for the

protection of significant resources in the context of land use development. The existing and future parks inventory and strategies presented in this combined element should be consistent with the acreage and locations established as part of the amended Land Use Element maps for the City. In addition, the Open Space designation for flood control and reservoir should be reflected consistently in both the Open Space/Conservation Element and the Land Use Element. An update of this combined Element is recommended to reflect any changes in open space, recreation, or flood control measures resulting from the amendment to the General Plan.

Seismic Safety/Safety Element

The Seismic Safety/Safety Element, as combined in the Upland General Plan, provides for the protection of humans and land uses from the adverse effects of natural and man-made causes. The issue of designating open space land for public safety measures such as flood plains is incorporated into the Land Use Element through the land use designation, which is interrelated with the Open Space/Conservation Element. The Land Use Element recommends that the City consider implementation measures addressing creation of a seismic retrofit ordinance designed to aid residential and commercial property owners upgrade their properties. This program as well as related public safety land use designations should be updated in the policies and programs of the Seismic Safety/Safety Element to ensure consistency with the Upland General Plan Amendment.

Scenic Highways Element

The Scenic Highways Element of the Upland General Plan interrelates with the Land Use Element and the Circulation Element. Resolution 2927 previously amended the Land Use Element to prescribe appropriate land uses for the Euclid Avenue Corridor. The amended Land Use and Circulation Elements propose land uses and a roadway designation which must be consistent with the Scenic Highways Element. In turn, the Scenic Highways Element should be updated to reflect the land use designations and roadway classification as proposed in the General Plan Amendment.

C. Plan Review, Update and Amendment

The General Plan is intended to be a dynamic and responsive document. As conditions change, so must the Plan. An annual review and update is suggested. Government Code Section 65400(b) requires an "annual report on the status of the plan and progress on its implementation." This would bring relevant components and data, up-to-date. It would also ensure that all policies remain internally consistent, that they are supported by data and that they are coordinated with the various implementation mechanisms, including the Capital Improvement Program (CIP).

The review would also examine or monitor progress made during the previous year, determining whether it is in conformance with stated goals and whether the Environmental Impact Report is still valid.

Requests for amendments to the General Plan text or maps are reviewed by both the Planning Commission and the City Council at public hearings in order to ensure a compatible and consistent General Plan document. Any proposed change in the Land Use maps must be consistent with the criteria and conditions of the text.

Processing of Amendments

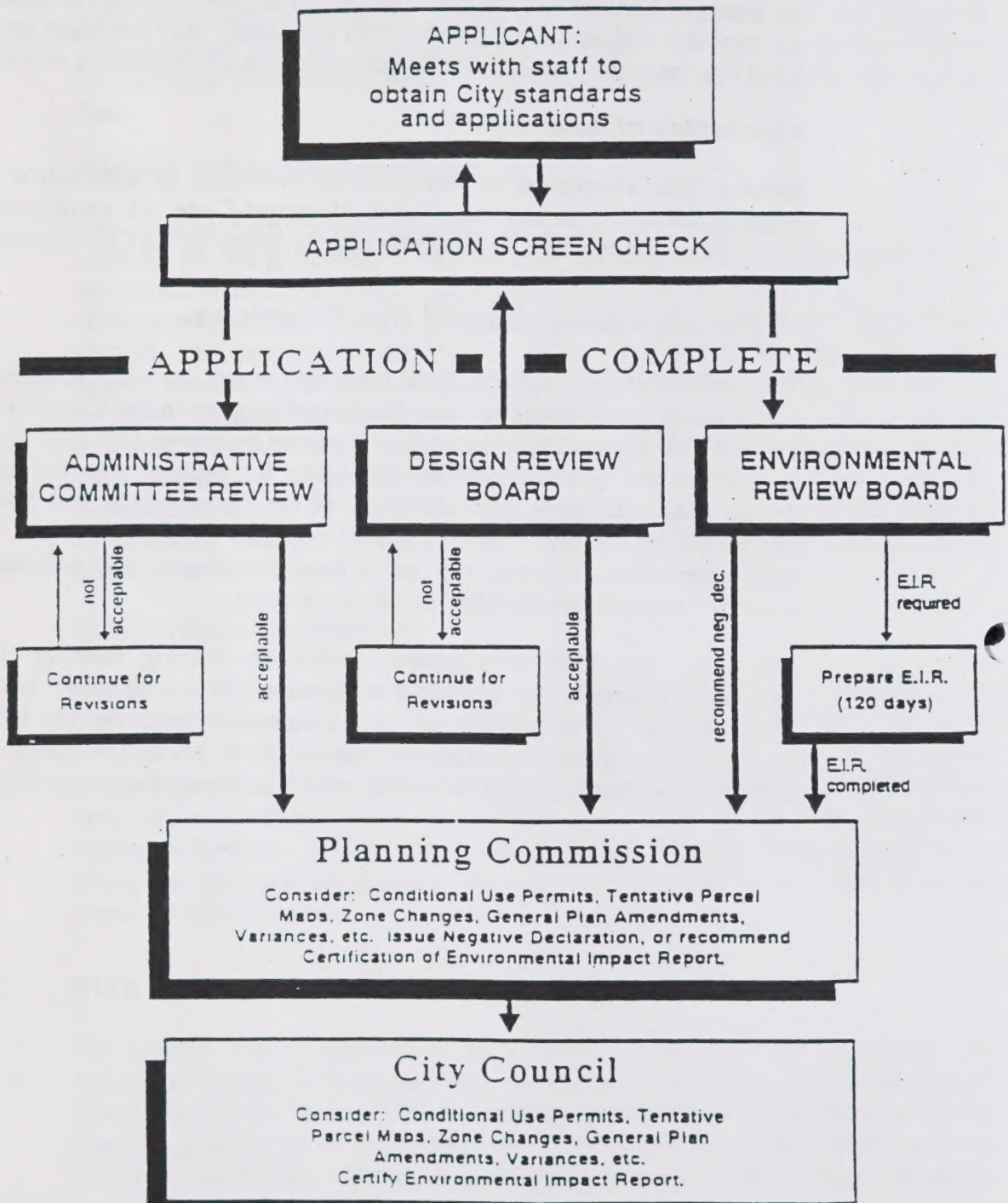
General Plan amendment requests will be processed in accordance with State Planning Law, CEQA and the Upland Municipal Code. All applications shall be reviewed by the Planning Commission prior to action by the City Council.

D. Project Review and Land Use Decisions

The goals, strategies, and standards contained in the Land Use Element call for a high level of architectural and site design performance in the City of Upland. To this end, it is required that the project applicant meet with City staff prior to filing an application. The City staff is responsible for explaining to the applicant the design goals, strategies, and standards of the General Plan and how they are interpreted by the City. Specific visual examples of projects which meet these requirements should be presented to the project applicant. This will allow the City to be pro-active in the development review process.

Following the initial development application briefing meeting, the project applicant prepares a "screencheck" application for a preliminary review by the Planning Staff. The screencheck application is reviewed by the City staff for conformance with the City's General Plan and other policy documents. The City's development review process is outlined on the following flow chart (Figure 2).

Figure 2
Development Review Process



LAND USE ELEMENT

A. Introduction and Background

Current Conditions

Existing Conditions

The City of Upland consists of approximately 15 square miles of land generally bounded by the San Gabriel Mountains on the north, Grove Avenue and the City of Rancho Cucamonga on the east, the San Bernardino (I-10) Freeway on the south, and the Los Angeles County line on the west.

An additional 2.75 square miles of land is located in three unincorporated areas which are within the City's "Sphere of Influence;" (i.e., areas which the Local Agency Formation Commission [LAFCO] has designated, for the purposes of comprehensive planning, as being reserved for potential future annexation to the City). These areas are described as follows:

- **Area 1: San Antonio Heights:** an irregularly shaped area of about 2.1 square miles located immediately adjacent to the City's north city limits and being bounded on the north by the south boundary of the Angeles National Forest, by the Rancho Cucamonga city limits on the east, and by the Los Angeles County line on the west.
- **Area 2:** An irregularly shaped area of about .07 square miles being generally bounded by Benson Avenue on the east, Central Avenue on the west, the Upland city limits on the north, and the Montclair city limits on the south.
- **Area 3:** An irregularly shaped area of about .58 square miles being generally bounded by Foothill Blvd. on the north, Arrow Highway on the south, Benson Avenue on the east, and the Los Angeles County line on the west.

The planning area for the City of Upland, therefore, encompasses a total area of approximately 18 square miles. The land use map of the General Plan, as amended periodically since its adoption in 1953 in order to keep pace with contemporary planning goals, objectives, and policies; depicts the current planned location and distribution of major land uses within the City and its unincorporated sphere.

Planning Terms

The City of Upland General Plan Land Use Element describes broad categories of "land use." A General Plan designation refers to the broad category of land use planned or designated for areas throughout the City.

EXHIBIT 2
Existing Land Use

<i>Land Use Category, Used in Survey</i>	<i>General Plan Designation in Land Use Element (Equivalent Category)</i>	<i>Number of Acres (from Parcel Map)</i>	<i>% of Total Land Surveyed</i>
Vacant Land/Non-Taxed	Vanes	2,236.77	28.44
Single-Family Residential	Low-density Residential (LDR: 4-6 du/ac)	3,384.5	43.05
Single-Family Residential with 2 nd Unit	Low-density Residential (LDR: 4-6 du/ac)	43.42	.55
Duplex/Triplex Residential	Low-density Residential (LDR: 4-6 du/ac)	16.19	.02
Multi-Family Residential (4-6 DU)	Low-density Residential (LDR: 4-6 du/ac)	51.72	.65
Multi-Family Residential (6+ DU)	Medium-Density Residential (MDR: 7-12, 7-20, 7-30 du/ac)	295.53	3.75
Condominium	Low-/Medium-Density DU Residential	170.84	2.17
Mobile Home Park	Medium-Density Residential	62.32	.79
Small Office	Commercial and Professional	157.03	1.99
Medium Office	Commercial and Professional	.27	
Large Office	Commercial and Professional	-0-	-0-
Retail	Commercial and Professional	355.82	4.52
Parking	Highway Related	9.82	.12
Hospital	Special Land Uses	2.82	.0003
Light Industrial	Light Industry	817.83	10.40
Heavy Industrial (includes Flood Control and Easements)	Heavy (general) Industry or Public Facilities for Flood Control and Easements	4.55	.0005
Public	Public Facilities	9.43	.11
Church	Public Facilities	73.94	.94
Airport		71.29	.90
TOTAL LAND IN SURVEY:		7,476.82	98.40

Some land parcels are not used for the planned purposes as described in the "land use category" within the General Plan. To avoid confusion, in this document the term "existing land use" will refer to the actual use of a parcel whereas the term "General Plan designation" will refer to the planned "land use category" as shown on the General Plan Land Use Map.

In contrast, zoning refers to particular land uses which are legally permitted or prohibited on any given parcel of land. Zoning is the method the City uses to control land uses in accordance with planned goals and policies. In some instances, a particular parcel will have been planned for one category of land use by its General Plan designation, but zoned to a category which is in conflict. This situation is inconsistent and may be corrected by changing either the General Plan land use designation, which requires an amendment to the General Plan, or the zoning, which requires a zone change. An analysis of conflicts that will occur between General Plan designations and zoning is included.

An additional type of conflict in land use occurs when a parcel is used for a purpose that is non-conforming. A non-conforming use refers to a situation where the existing land use is prohibited by the current zoning for that parcel.

Existing General Plan Designations

The Upland General Plan Land Use Map shows the geographic distribution of various planned land uses in the City. The Alternatives Map shows the current distribution of General Plan designations for Upland. The Upland General Plan Land Use Summary (See Exhibit 1) provides a summary of information about the existing General Plan designations. The Upland Land Use Element discusses the percentage of each category that has been allocated to each designation.

The northern quadrants are designated primarily as low-density residential, in keeping with the more steeply sloping terrain (northward toward the San Gabriel Mountains). Low residential densities are encouraged in the north portions of the City in order to minimize the impacts on the physical infrastructure (such as municipal water, sewer, storm water disposal, and circulation systems). Generally, it is more difficult and costly to construct infrastructure in a hillside environment. The southern areas of the City, in contrast, have been planned to accommodate higher densities of residential uses where infrastructure costs would be the least expensive.

Residential land uses are the largest category of land uses currently planned for the City. This includes 55.5 percent of total land area, or about 4,253.81 acres. Categories of residential uses are based on the density of families or dwelling units permitted on each net acre of land. There are 3,727.68 acres (48.1 percent) designated for single-family residences and

526.13 acres (7.4 percent) for multi-family residences. The predominant residential land use in the City is for low-density, single-family residential. The General Plan also includes 143.29 acres (1.8 percent) for a mid-density, small-lot single-family designation and 112.70 acres (1.5 percent) with a single-family residential mobile home park designation.

The next largest distribution of general plan designation is for commercial uses, which makes up a total of 544.75 acres in the various categories. This represents a total of 7.1 percent of land use. Industrial uses account for 268.33 acres in the City, or 3.5 percent of land uses.

The City has allocated 2,096.35 acres (28.3 percent) to special uses that include the Lakes Specific Plan and the Upland Country Club (624.98); the hospital (21.13 acres); Cable Airport and the proposed Route 30 Freeway reserved right-of-way (99.98). The land use table shows that 696.88 acres (9%) are allocated to public facilities which include government buildings, schools, parks, open space and flood control.

The City also includes 1,511.52 acres of unincorporated area within its Sphere of Influence. San Antonio Heights is comprised of 990.22 acres of low-density single-family uses, 3.99 acres of neighborhood commercial, and 147 acres of open space uses. The areas located on the western boundary of the City (369.95 acres) are designated for special uses including commercial/industrial mixed use and institutional uses. These are currently designated as specific plan overlay areas.

Existing Land Use

The County of San Bernardino Mapping Division has completed a land use survey of the County on a parcel-by-parcel basis. The land uses were characterized based on the County's land use code categories.

Some allowances need to be made for differences in land use categories and methodology for digitizing the parcel information. The summary of information on existing land use is shown on the Upland General Plan Land Use Summary. (See Exhibit 2.)

According to the data collected, most of the land in the City is used for residential uses (3,427.92 acres, or 43.05 percent of the land surveyed). The next largest category of land included vacant or non-taxed land (2,236.77 acres, or 28.44 percent of the land in the City). This category includes public owned properties, open space land, flood control, water recharge areas, and mineral resource areas. Industrial uses comprise 822.38 acres (10.40 percent); 817.83 acres are committed to light industrial uses, and 4.55 acres are occupied by heavy industrial uses.

Office and retail uses are currently located on 513.12 acres of land (6.51 percent). These uses include small office (157.03 acres, or 1.99 percent), medium office (.27 acres), and retail uses (355.83 acres, or 4.52 percent). The City has 71 acres of land (.90 percent) committed to airport uses. The balance of the land surveyed includes parking (9.82 acres), and special and public facilities including San Antonio Community Hospital, churches, and public owned buildings.

B. Determinants of Land Use Issues

Discussion of Issue Topics and Conclusions

Proposed land uses have been generated in response to a number of issues which relate to existing land use, circulation, and economic factors. The current single-/multi-family residential density trends and economic development potential of existing commercial and industrial uses serve as a foundation for the synthesis of land uses as proposed in this element. The issues addressed in formulating the land use plan involve a two-tiered approach. Base level analysis of existing conditions and development trends, current land use patterns, infrastructure capacity, environmental issues, fixed physical assets (roadways, rail rights-of-way, flood control channels) and opportunities and constraints determine base factors which have influenced the location, design, and extent of land uses in the community. The second-tier analysis involves an issue related approach to address the substantive land use and circulation questions specific to the City, which includes the following issues:

Neighborhood Protection

The issue addresses protection of desirable residential environments in the existing single-family areas of the City. In some areas, neighborhoods are declining and structures are characterized by poor physical condition. The effect of the distress, if not addressed, is to spread to an ever widening circle. The desire to preserve the historic character of the City is in conflict with the increasing deterioration of neighborhoods due to lax property management and practices.

The future viability and stability of residential areas in the City depends on effectiveness of measures taken to ensure compatible development, to encourage housing rehabilitation and eliminate blight, and to preserve existing desirable housing stock and historic structures. A number of these measures are incorporated into the formulation of the Land Use Plan and Map, including:

- Maintaining stable single-family neighborhoods through low-density designation.

- Revising current single-family density designations to six designations which clearly show how they should be used. Designations include 0-4 du/ac, 4-6 du/ac, 7-10 du/ac, and 8-14 du/ac Mobile Home Park, which clarifies how they should be interpreted in single-family residential areas.
- Locating medium-density land use designations in areas currently characterized by predominantly multi-family housing.
- Revising current medium-density land use designations to designations which include 7-12 condominium and 12-20 condominium; and 7-12 du/ac and 12-20 du/ac which clarifies how they should be interpreted in medium-density residential areas.
- Applying an historic overlay district designation in areas containing concentrations of historically significant structures.

Additional Housing Opportunities

The predominant neighborhood character of low-density, single-family homes and duplexes in the City has been impacted by the changing character of higher-density areas, the changing demographics of residents, the lack of zoning controls, a high degree of deferred property maintenance, and property owners who increasingly tend to be absentee landlords and speculators. The area of the City located south of 13th Street has also become a source of lower-cost housing within the City.

One community interest group favors the balance of the single-family character which currently exists. Another interest group in the community favors the increase of multi-family housing and other high-density residential development. Tensions between property owners and developers who want to maintain the existing stock of increased densities and other residents who wish to minimize additional multi-family development have surfaced.

Strategies which will result in sufficient residential uses for residents located in areas which are already predominantly multi-family are proposed. Implementation measures which separate such multi-family uses from stable residential and historically sensitive areas are incorporated in the implementation section.

The General Plan Amendment is a means to establish a specific housing policy direction for the area. Legally, the General Plan must provide the strategy for the provision of adequate and affordable housing for all economic population levels. The rehabilitation and preservation of existing affordable housing is important for the economic and social health of the City and for its ability to meet future housing needs.

The General Plan shall promote a strategy of overall community stability through land use designations and recommended goals and strategies

Historic Preservation

The area south of Foothill Boulevard is one of the oldest residential and commercial areas in the City of Upland, providing a variety of housing types and building styles.

These residential neighborhoods contain a number of historically significant homes. The character and appeal of some of these neighborhoods is declining due to deferred maintenance or severely altered architectural style.

The preservation of historic resources will serve the interest of many factors of the community. An effective historic preservation program can contribute to a culturally richer community in the City. Through the preservation, rehabilitation, use, and reuse of culturally significant buildings, sites, and districts throughout the City, as established in Upland, residents can participate in the perpetuation of the City's heritage.

The implementation of historic preservation measures has the potential to strengthen economic vitality within the City through the general increase in property values, the stimulation of related investments in new construction and infill, and the increased tax revenues from property and sales tax.

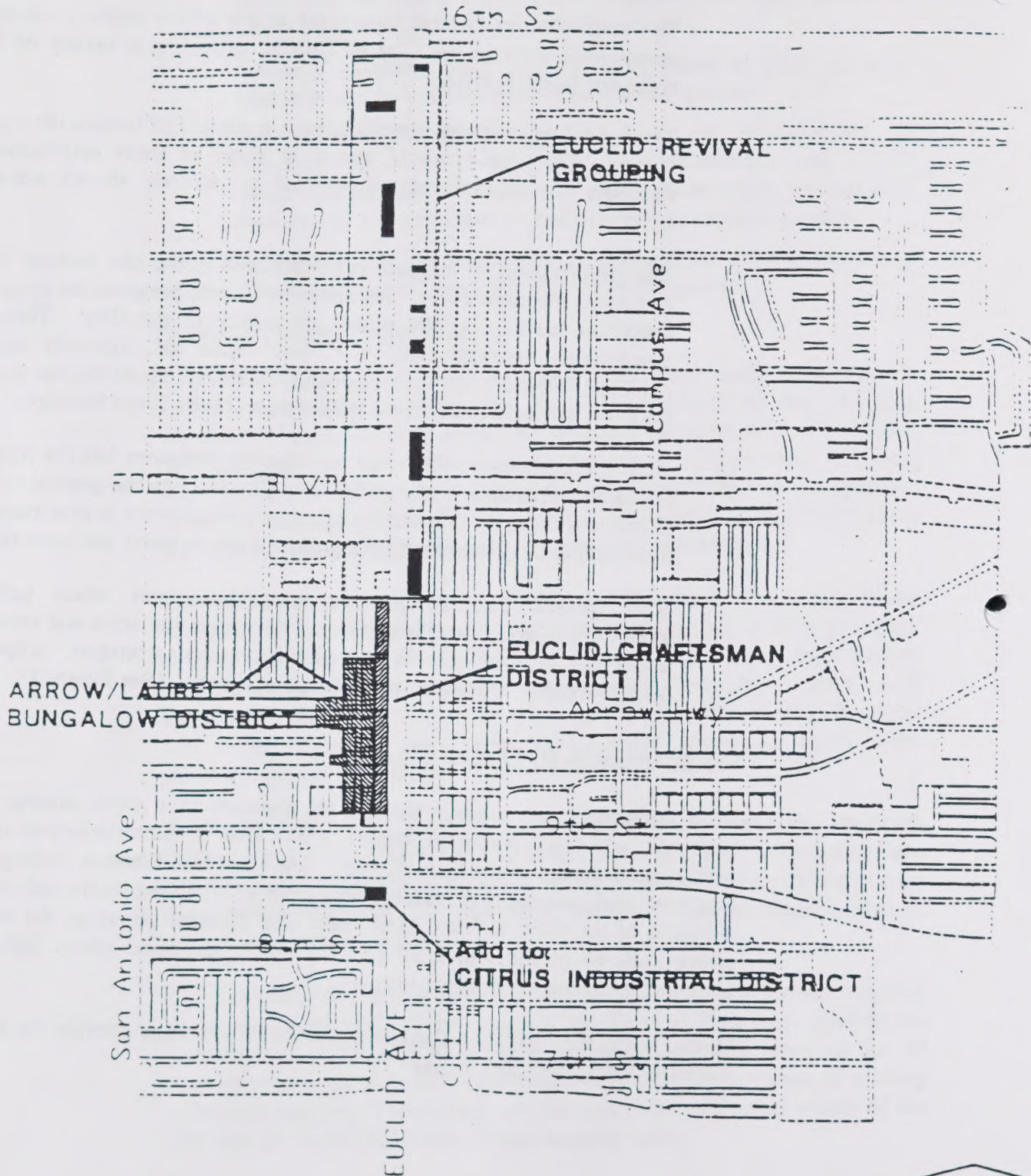
This General Plan Amendment establishes goals which uphold the preservation of historically significant structures and areas and recommends a number of development process actions and strategies, supported by implementation measures, to achieve these goals. (See Figure 3)

C. Relationship to Other Elements

As a comprehensive strategy for the management of a city's diverse physical, economic, and social resources, there is a high level of interrelationship among the topics and elements of the General Plan. The Land Use Element, through its text, diagrams, and land use map, incorporates most of the issues addressed in the other elements of the General Plan. The Land Use Element serves as the component which pulls all of the individual elements into a cohesive whole, reflecting the issues as presented in the other elements.

In this sense, the Land Use Element Amendment and Map provide the framework for establishing the City's future.

Figure 3
Upland General Plan Historic Districts



D. Land Use and Zoning Inconsistencies

The Land Use Map of the General Plan and the City Zoning Map are two district regulatory mechanisms. Although the two maps both depict location, density, and acreage requirements for each of the major urban land use categories, differences exist between the two maps.

The Land Use Map relates the Plan's policies and actions to general areas and locations in Upland. The Land Use Map is a graphic representation of the distribution of land use districts as forecasted to exist at a projected build-out period according to policies set forth in the General Plan.

The zoning map is a regulatory mechanism which dictates specific and immediate control of land uses and identifies distinct uses permitted within each zone. The zoning map depicts a specific location for each classification of land use and establishes space requirements and development standards applicable to each zone.

The land use map, which is general and conceptual in nature, is intended to serve as a guide to future growth management and the "vision" of the City. In contrast, the zoning map is intended to serve as an implementing tool of the General Plan.

State law, by its requirement "that zoning be in conformance with the General Plan," formally recognizes that the City's overall planning goals, objectives, and policies presented in the General Plan cannot be attained unless the regulatory mechanisms which establish specific development standards and restrictions for the location, distribution, scheduling, and maintenance of land uses also lead to their attainment.

There are areas within the City where current zoning will not result in land uses designated under the General Plan. The current zoning designations, in these instances, permit more intensive use of the land and increased residential density.

Under the Land Use Concept, areas will be created where the current zoning will not reflect the General Plan land use designations. A new residential General Plan designation: Single-Family Mobile Home Park; two commercial/industrial designations: Regional Commercial and Industrial/Artist Loft; and three zones regulated by a specific plan overlay provision: Institutional/Institutional(SP), Residential/Commercial (SP), and Commercial/Industrial (SP) are created under the Land Use Element. When the General Plan amendment is adopted, current zoning will not be consistent with these new land use districts, and the role of zoning as an implementing tool of the General Plan will not be achieved. As the General Plan is not the regulatory document to make changes in the Zoning Code, it is recommended that, in accordance with State Law, a consistency zone change program commence within a specified period of time to rezone the temporary inconsistencies resulting from the General Plan amendment.

E. Interpreting the Map

The graphics of the General Plan Map must be consistent in the interpretation of the Plan's policies and actions to specific areas and locations within the City. The General Plan Map depicts parcel-specific land use districts developed through digitized mapping techniques. The land use map, along with the text, contains the types and intensities of land use, densities, and the conditions under which the uses are allowed.

The outlines of the land use areas are generally precise and definite. A straight definite line which is conterminous with the edge of a defined physical boundary such as a street, easement, channel, railroad right-of-way, parcel lot line, or other fixed and observable line indicates a definite boundary for the land use designations. Roads, alleys, and other accesses are contained within the adjacent land use category for purposes of mapping clarity. Existing public facilities such as schools, parks, and civic center facilities are shown on the General Plan Map as individual, separate land use designations. Proposed public facilities are indicated by the appropriate land use designation mapping category, as identified in the map legend.

F. Land Use Categories

The Land Use Element presents a mix of land uses which achieves the basic Land Use Element goals and strategies of preserving the integrity of the residential character of the community while providing opportunity for neighborhood commercial uses. The plan promotes single-family residential opportunities by modifying land uses in neighborhoods and converting mobile home parks to a new Single-Family Mobile Home Park 8-14 du/ac designation. Residential neighborhoods which have experienced a transition to higher-density neighborhoods are identified for medium-density multi-family residential uses. The development intensity of selected medium-density residential areas has been reduced through assignment of the medium-density 12-20 du/ac designation.

The unincorporated area located to the north of the City in Upland's Sphere of Influence remains classified as low-density, single-family residential (0-3 du/ac).

The Institutional/Institutional (SP) and Commercial/Industrial (SP) designations are proposed for the western section of the City to encourage economic development activities as well as to expand the job base. The uses are designated with a specific plan overlay provision to maximize the potential for master planned development. An Industrial/Artist Loft mixed-use area has been added to promote artist/craftsman activities in the industrial parks.

The Neighborhood Conservation designations form a hierarchy of zones intended to conserve the Southeast Quadrant as a mixed use neighborhood by preserving

-historic residential neighborhoods encouraging retention of existing businesses, and supporting expansion of existing commercial and industrial uses in selected areas. The new zones include:

- *Neighborhood Conservation*
- *The Neighborhood Business Specialty*
- *The Neighborhood Industrial (IN) Zone*

Overall, the Land Use Element increases compatibility between land uses throughout the City. The Land Use Element, as shown on the General Plan is comprised of six (6) major categories: Residential, Commercial, Industrial, Public Facilities, and Special Land Uses. All these categories are further divided according to more specific intensity information. The various land use categories used within the City are as follows:

Residential

Low- and medium-density residential land uses are expressed in terms of the number of families or dwelling units (DU) which are permitted on each acre of land as follows:

- *Single-family Residential 0-2, 0-3, 0-4, and 4-6 du/ac*
- *Single-Family Residential 7-10 du/ac*
- *Single-family Mobile Home Park 8-14 du/ac*
- *Multi-Family Condominium 7-12 du/ac and 12-20 du/ac*
- *Multi-Family Residential 7-12 du/ac and 12-20 du/ac*

Neighborhood Conservation.

The Neighborhood Conservation designation for Ninth Street is intended to provide incentives for the residents and business owners to conserve the existing single family character and preserve the historic resources of the Ninth Street Neighborhood. It is also intended to give assurances to existing businesses that they are welcome to continue operations in the area.

Commercial/Office

Highway Commercial

Those commercial uses that are conducive to highway uses for frontage or efficiency reasons, and those uses that are too intensive to consider for neighborhoods.

Neighborhood Shopping Center

Those commercial uses that provide convenient shopping facilities for neighborhoods. These centers are generally sensitive to neighborhood concerns.

Commercial and Professional

These areas are preserved for the development of professional and administrative offices and related uses.

Central Trading Area

This designation identifies the historic central business district of Upland (Town Center). The area is intended to recognize the importance of the district and the unique character of the area and to encourage the preservation, enhancement, and revitalization of the area as a historic central business district. In addition to commercial types of uses, this designation allows for a limited amount of residential uses in low to medium densities. The uses are meant to mix together to create a vital historic community.

Office Only

This designation is specifically aimed at office use, and intends to limit the type of use to professional offices. The limitation would inhibit commercial uses that may not necessarily serve an office purpose. The main intent is to concentrate the areas that are designated for professional uses and therefore reduce the related impacts such as traffic.

Institutional/Institutional (SP)

This land use designation is intended to facilitate expansion and development of a range of institutional uses including religious or education centers, specialized housing such as senior and student housing, sports facilities or fields, libraries, classrooms, and student centers. The Specific Plan Overlay designation is applied to encourage a comprehensive planning effort.

Residential/Commercial (SP)

This designation is applied to the San Antonio Lakes Specific Plan Area and is intended to facilitate the development of high quality residential, commercial, and open space uses.

Commercial/Industrial Mixed Use (SP)

This designation will accommodate a variety of industrial and regional retail uses and will support commercial activities to satisfy a range of shopping needs for residents of the community. It is also intended to

encourage development of business in the City and to maximize the potential for job generation. Uses permitted under this category include commercial and industrial. Industrial uses would include: limited general industrial, manufacturing, assembly, warehousing, multi-tenant industrial, research and development, and airport-related uses. Commercial activities include: retail commercial and durable sales goods, tourist-related commercial, entertainment, recreational uses, administrative and professional offices, commercial activities, business support services, food establishments, and child care. Other uses would include: public facilities and institutional uses. The Specific Plan Overlay provision will apply to all parcels five acres and larger in size.

Transit Commercial

This designation identifies two areas: one is located immediately adjacent to the Central Trading Area and the Atchison Topeka and Santa Fe Railroad lines; and the second area is located between Euclid Avenue and Third Avenue along the Southern Pacific Railroad right-of-way. These areas are suitable locations for some type of commuter rail use. The intent is to preserve the land for commercial uses that support a transit station.

The Neighborhood Business Specialty

The Neighborhood Business Specialty designation in the Southeast Quadrant is intended to provide incentives for the residents and business owners to conserve the existing single family character of the area. The objective of the zone is to provide development standards to maintain the quality of existing and future residential development. It is also intended to allow the existing design and construction-related specialized businesses to remain and expand. Design Standards are included that require businesses to maintain the single-family residential charter of the front building elevations, setback, and landscaping requirements.

The Neighborhood Industrial (IN) Zone

The Neighborhood Industrial (IN) Zone is intended to provide a location for industrial uses, offices and support administrative services for industrial uses. The objectives and purposes of the Neighborhood Industrial (IN) Zone are:

- To recognize that the City of Upland is very nearly built out and that future development within the City will occur primarily as infill and redevelopment;
- To provide a location for industrial uses, offices and supportive administrative services for industrial uses essential to the development of a balanced economic base for the City of Upland;

- To provide a complimentary mix of employment and residential opportunities in the Southeast Quadrant of the City of Upland;
- To encourage small neighborhood business to thrive through the efficient, aesthetic and desirable use of land by ensuring that development will be of high quality character and compatible with existing surrounding properties and residential neighborhoods.

The Light Industrial-Neighborhood Designation

The Light Industrial-Neighborhood Designation is intended to provide for the development of industrial uses which include fabrication, manufacturing, assembly or processing of materials that are in already processed form and which do not in their maintenance, assembly, manufacture or plan operation create smoke, gas, odor, dust, sound, vibration, soot or lighting to any degree which might be termed obnoxious or offensive to persons residing in or conducting business in either this or any other zone of the city. The Light Industrial--Neighborhood Designation is intended to encourage orderly and harmonious development in this mixed use area of the City.

Light Industrial

These areas are appropriate for limited industrial operations such as research and development, processing, assembly, and/or storage of products and, in some instances, limited retail "on-sale" of such projects.

Industrial/Artist Loft

This designation is intended to facilitate the adaptive reuse of otherwise obsolete structures and to promote the growth of arts and crafts in the community. Older industrial buildings located on properties with non-residential land use designations may be converted into combined studio/workshop and living quarters for artists, artisans, and crafts persons engaged in activities commonly considered artistic in nature. This policy applies equally to new construction. The residential aspect of this use will be allowed only in combination with the individual studio or workshop space of the residents and is intended to provide an integrated working/living environment. Other uses such as galleries, restaurants, and the like, may be incorporated as deemed appropriate.

Public Facilities

This area is comprised of the Civic Center complex, schools, city and neighborhood parks, flood control channels, and reservoir uses.

Special Land Uses

These are areas located throughout the City with special characteristics such as scenic corridors, density bonus areas, or privately owned but

publicly used (quasi-public) facilities such as an airport, hospitals, churches, golf courses, and electrical transmission lines.

G. Goals and Strategies

Goals and Strategies are intended to reinforce neighborhoods throughout the City to enable Upland to continue to function as a viable residential community and, at the same time, provide the mix of uses which ensures a high quality of life for residents.

In earlier years, the neighborhoods south of Foothill Boulevard were the foremost residential areas in Upland, providing housing of various types. Developments of the neighborhood in the northern part of the City became known for high-quality residential development; primarily large-lot, single-family properties. As other areas of the City developed, southern sections of the City began to recycle to higher-density residential uses. Over the years, some of the single-family structures have gradually declined as demographic composition changed, development regulation and zoning enforcement became lax, use designations conflicted, and deferred maintenance became more prevalent. Non-residential land use viability has also declined in these areas over the years. The land use strategies

ISSUE ONE

HOW CAN A DESIRABLE RESIDENTIAL ENVIRONMENT BE PROTECTED IN EXISTING SINGLE-FAMILY AREAS?

Goal 1A

Preserve and maintain the predominantly low-density residential character of the community.

Strategies

Designate land currently developed with a stable, low-density residential use for continued low-density residential uses, unless conversion to another use is provided for by the strategies of this plan.

Ensure that the type and quality of housing adjacent to existing low-density residential development is compatible and provides reasonable continuity with the existing uses through the establishment of land use designations.

Permit the development of single-family residential units designated for a minimum of 3,727.68 acres within the City.

Develop "neighborhood plans" to establish improvement programs and to control the development of land uses which may adversely impact the character of low-density residential neighborhoods. (Refer to Goal 1D.)

Redesignate permitted General Plan residential densities for selected areas with the creation of the Single-Family Mobile Home Park Zone 8 to 14 du/ac (112.70 acres) land use designation and the balancing of mixed-density use areas with low-density designations.

Restrict single-family uses from non-residential zoning districts.

Goal 1B

Guide the orderly development of older residential areas where preservation and enhancement of the existing housing stock is desirable and economically feasible.

Strategies

Improve the visual quality of individual neighborhoods through a city-wide program of beautification.

Apply an historic overlay district designation in areas containing a concentration of historically significant structures.

Establish an ongoing design review process with specific design criteria to guide compatible development within historic districts.

Goal 1C

Create cohesive neighborhoods with compatible land use patterns.

Strategies

Allocate medium-density land use designations to areas currently characterized by predominantly multi-family housing.

Maintain the existing mixed-use character of the City through establishment of a non-conforming use provision in the zoning regulations.

Revise low- and medium-density land use designations to clarify the manner in which they are to be interpreted in mixed use areas.

Establish guidelines for low and medium-density development in selected mixed use neighborhoods.

Encourage maintenance and repair of multi-family units in single-family zones throughout the City that is consistent with established guidelines for medium-density development.

Protect multi-family housing units at lower intensities by redesignating high-density residential areas to a medium-density residential designation of 12-20 du/ac.

Revise development standards to minimize adverse impacts on adjacent single-family uses in zoning districts consistent with medium-density land use designations.

Designate appropriate areas to meet the demand for diverse types of housing, with properly related amenities and facilities.

Establish an ongoing design review process with specific design criteria to guide compatible development within mixed density residential areas.

Multi-family residential projects should, through the application of state-of-the-art site planning techniques, provide an efficient, desirable residential environment for inhabitants of the project and enrich the visual quality of the City.

Goal 1D

Eliminate blight and declining physical conditions in study area.

Strategies

Develop "neighborhood plans" to put into motion improvement strategies consistent with the objective to create a desirable residential character in the City. Such plans could include:

- Code enforcement programs to increase the standard of property maintenance.
- Housing rehabilitation and neighborhood improvement programs financed through the Community Development Block Grant Program (CDBG).

Create historic districts, incentives for historic preservation, or conservation zones.

Maintain and enhance planning review procedures to ensure the continued functional and aesthetic consistency of development with community, environmental, social, cultural, and economic goals and strategies.

Goal 1E

Promote neighborhood pride and identity through supportive planning programs.

Strategies

Establish a neighborhood organization to assist in the development, promotion, and implementation of the neighborhood plan(s).

Develop citizen awareness programs and provide of educational material for housing rehabilitation incentives and governmental support in historical districts.

ISSUE TWO**WHAT PROGRAMS AND/OR REGULATIONS COULD BE
IMPLEMENTED TO HELP THE CITY OF UPLAND ACHIEVE
ADDITIONAL HOUSING IN THE CITY?****Goal 2A**

Provide a healthy, affordable, and desirable living environment through the application of space and occupancy standards and acceptable planning and development principles.

Strategies

Stabilize existing single-family neighborhoods and prevent increased densification of mixed-residential areas through land use classifications that promote overall community stability.

Conduct a windshield review of different neighborhoods to establish target areas for home improvement programs for which the City can provide information and guidance.

Permit a range of residential unit types and densities to establish low-density areas to be preserved, mixed-use areas to be protected, low- and medium-density housing opportunities, areas needing stabilization, and areas which could benefit from recycling. Such a range includes:

- *Single-family Residential 0-4 du/ac*
- *Single-family Residential 4-6 du/ac*
- *Single-family 7-10 du/ac*
- *Single-family Mobile Home Park 8-14 du/ac*
- *Multi-Family Condominium 7-12 du/ac*
- *Multi-Family Condominium 12/20 du/ac*
- *Multi-Family 7-12 du/ac*
- *Multi-Family 12-20 du/ac*

Accommodate land use changes in accordance with the Land Use Map for the City.

Rezone areas where there is an inconsistency between the Zoning Code and the Land Use Element Map. Require that all development in each General Plan land use classification adhere to the revised requirements and standards.

Enforce property maintenance through an aggressive code enforcement program.

Seek alternative funding sources for housing rehabilitation and neighborhood improvement programs.

Provide incentives and assistance for historic preservation of existing structures in target areas.

Consider a seismic retrofit ordinance as well as a seismic bond financing program for City homeowners.

Goal 2B

Ensure continuing opportunities for broad citizen involvement in the land use decision-making process.

Strategy

Establish self-help plans or programs that neighborhood organizations can develop and implement on a consistent and continual basis.

ISSUE THREE

WHAT MEASURES CAN BE TAKEN TO ENSURE THAT UPLAND'S HISTORICALLY SIGNIFICANT RESOURCES ARE PROTECTED IN A MANNER THAT PRESERVES AND/OR ENHANCES THE RESOURCE'S INHERENT HISTORIC VALUE(S).

Goal 3A

Preserve, protect, and restore the site, structures, and districts which have architectural and historical significance for Upland while promoting community awareness and appreciation of the area's diverse cultural heritage.

Strategies

Complete a comprehensive survey of historic, architectural, and cultural resources within Upland's Sphere of Influence, coordinated by a person, or persons, qualified in historic preservation.

Compile and maintain an inventory of the City's Sphere of Influence's significant historic, architectural, and cultural resources.

Determine boundaries to historic preservation districts within the City.

Consider amending the City's preservation regulations to address Upland's Sphere of Influence by authorizing the City to designate any site, structure, district, area, or vegetation deemed to be of local historical, architectural, or cultural significance. Such an ordinance shall conform to State and Federal criteria for establishing a preservation ordinance.

Develop specific zoning regulations for districts designated as historically significant that protect the integrity of contributing buildings through specialized standards for building height, building placement, setbacks and landscaping.

Expand the Historic Preservation Overlay Zone (HPOZ) to the City's Sphere of Influence to protect and enhance the use of historic structures; areas which contain a historic character, but do not meet the criteria of a historic district; natural features, sites, and areas, and to develop and maintain the appropriate setting and environment to preserve historic resources.

Minimize permitted densities in areas identified as having adverse impacts on historic resources due to a density allowance that may encourage demolition or alteration of historic resources.

Identify potential historic districts utilizing survey data, established State and Federal guidelines, and City criteria for determining a district, which is defined as any area which contains a number of structures or natural features having a special character or special historical, cultural, architectural, archaeological, community or aesthetic value. The areas shown in the Land Use Element Map are the proposed historic districts for the City.

Goal 3B

Promote community appreciation for the history of the City and community involvement in its retention and preservation.

Strategies

Support the formation of neighborhood organizations which foster neighborhood conservation programs.

Cooperate with local historic preservation organizations doing preservation work and serve as liaison for such groups.

Promote community awareness of historic preservation through the City of Upland's elected officials as well as through local organizations.

Goal 3C

Protect and enhance historic, architectural, or cultural resources in commercial and redevelopment areas in a manner that will encourage revitalization and investment in these areas.

Strategies

Implement programs in the areas of tax relief and transfer of development rights as these apply to historic buildings and districts.

Consider the establishment of a program to relocate reusable older buildings from or into redevelopment projects as a means of historic preservation.

Utilize the Redevelopment Agency as a vehicle for preservation activity. The Agency is currently empowered to acquire, hold, restore, and resell buildings.

Require that an environmental review be conducted on demolition permit applications for buildings designated or potentially eligible for designation as historic structures, that the guidelines of the California Environmental Quality Act (CEQA) be followed in reviewing demolition requests for structures in the above two categories and prohibit demolition without a structural analysis of the structure's ability to be rehabilitated and/or relocated.

Allow public comment on demolition permit applications, to structures designated or potentially eligible for designation.

Goal 3D

Provide incentives to owners of historic resources to maintain and/or enhance their properties in a manner that will conserve the integrity of such resources in the best possible condition.

Strategies

Support the purchase of facade easements from private property owners; allow private nonprofit preservation groups to purchase facade easements. A historic easement would include any easement, restriction, covenant or condition running with the land designed to preserve or maintain the significant features of such landmarks or structures.

Provide technical advice to private property owners seeking to restore historically significant structures.

Seek the participation of the Redevelopment Agency and/or work with local lending institutions to provide appropriate financing for the rehabilitation and restoration of historically significant structures.

ISSUE FOUR

WHAT ARE THE AMOUNTS AND TYPES OF RETAIL, COMMERCIAL/INDUSTRIAL MIXED-USE (SP) OFFICE AND INDUSTRIAL BUSINESS PARK USES WHICH ARE FEASIBLE FOR DEVELOPMENT IN THE CITY?

Goal 4A

Provide for the continuation and development of sufficient land uses to serve the commercial, educational, recreational, industrial and social needs of existing residents and projected population growth.

Strategies

Formulate nonresidential development policies for target land use types within retail, office and light industrial uses.

Designate a minimum of 544.74 acres of land to accommodate regional commercial, office commercial, and other commercial uses which provide for the needs of residents and projected growth, designating these areas as:

- Highway Commercial
- Regional Commercial
- Commercial/Professional
- Office Only
- Transit Commercial
- Neighborhood Commercial
- Central Trading

Redesign industrial/commercial sites, or allow for adaptive reuse of industrial areas through redesignation of land use to regional commercial or industrial/commercial mixed use designation.

Provide for the development of Foothill Boulevard frontages for commercial use subject to development standards intended to control vehicular access and improve visual quality of the thoroughfare.

Consider the implementation of a variety of Redevelopment Agency incentives within the Foothill Corridor project area.

Goal 4B

Provide locations for development of integrated and attractive regional commercial centers with good access, adequate parking, and landscaping, which will efficiently and conveniently complement the business and service needs of the residents of the City.

Strategies

Redesignate 268.33 acres to industrial uses and 255.08 to mixed use Commercial/industrial uses throughout the City and the unincorporated sphere of influence area.

Ensure that proposed buildings, structures, landscaping, lighting, and signage are developed consistent with City guidelines that contribute to the image of the as a place of high quality and positive value.

Goal 4C

Ensure that nonresidential types of land use developed in the City complement and do not adversely affect the quality of life and health of Upland's residents and businesses.

Strategies

Control the development of industrial/commercial uses and related activities through land use designations.

Apply special standards for infrastructure provision and location, site planning and land use compatibility where tracts of land are subdivided specifically for industrial/commercial uses.

Segregate and/or buffer land uses having the potential for creation of substantial adverse environmental effects from land uses sensitive to such impacts.

Maintain suitable and adequate standards for landscaping, sign control, site and building design, parking and provision of appropriate utilities and public infrastructure.

Require that appropriate landscaped buffer space be provided when a project abuts a freeway. This requirement is applicable to both residential and non- residential land uses.

ISSUE FIVE**WHAT PROGRAMS AND POLICIES COULD BE INITIATED IN THE CITY WHICH WOULD AID IN THE REVITALIZATION OF COMMERCIAL AREAS IN UPLAND?****Goal 5A**

Preserve and strengthen areas in the City committed to commercial uses.

Strategies

Prepare development plans and recommended programs, which are realistic, that will allow the existing commercial centers to meet competition from existing and future commercial centers.

- Encourage merchant sponsored promotional and special event programs for the commercial centers.
- Support the creation of merchants association's to promote publicity and special events.

Promote coordinated assemblage of several uses within a commercial complex to ensure dynamic Town Centers.

Consider creation of a bond financed seismic retrofit program designed to aid property owners in upgrading their buildings.

Identify opportunities for new infill structures.

- Encourage recycling in areas of extreme deterioration.
- Promote specific sites best suited for theme development.

ISSUE SIX**WHAT PROGRAMS AND/OR REGULATIONS COULD BE
IMPLEMENTED TO REVITALIZE THE DECLINING INDUSTRIAL AREA
IN THE CITY****Goal 6**

Develop and maintain a development strategy for underutilized and declining industrial lands.

Strategies

Develop alternative development scenarios for industrial revitalization.

Rezone industrial areas better suited to artist loft, regional/commercial, or commercial/industrial mix use based on current development trends in the western portion of the City.

Develop urban design standards and recommendations to upgrade streetscape and facade treatments of industrial sites in existing industrial areas.

Consider establishment of a redevelopment project area to implement design recommendations, provide infrastructure improvements and provide for lot assemblage and property marketing.

Seek Community Development Block Grant funding for rehabilitation and property.

ISSUE SEVEN**WHAT ECONOMIC DEVELOPMENT PROGRAMS COULD BE IMPLEMENTED TO INCREASE THE CITY'S REVENUE BASE?****Goal 7**

Promote an economic development strategy that includes approaches for broadening the City's economic base, creating residential employment opportunities and enhancing the City's tax base.

Strategies

Revitalize, recycle, and maintain existing uses and buildings and encourage new development which maintains the scale of the City's commercial corridors and industrial districts.

Deliver unique messages which define the character of the community as a quality experience; focus on the City as a desirable business location and select consistent, quality new development and re-use projects.

Increase the urban design quality in new developments and revitalization projects which achieve a higher visibility for the City and induce new economic activity.

Produce an annual "Economic Development State of the City Report", highlighting all aspects of City activity including economic and business trends.

Continue public and private partnerships to market the City such as the relationship between the City, the Upland Chamber of Commerce and Main Street Upland.

H. Implementation Programs

The following indicates the programs which shall be carried out by the City of Upland to implement the goals and strategies of the Land Use Element.

Revise the Zoning Ordinance

The principal method by which a city implements General Plan land use policy is the zoning ordinance. Policies and standards which prescribe the types of use permitted, their density/intensity, and development characteristics (design, property setbacks, etc.) are codified as precise requirements in the ordinance. The authority to zone is inherent in the police power delegated to cities by the

California Constitution. The zoning ordinance consists of two basic elements (a) a map which delineates the boundaries of districts in which like uses developed at like standards are to be permitted and (b) text which explains the purpose of the zoning district, lists the permitted uses and those permitted under special conditions, and defines the standards for development (e.g., minimum lot size, density, height, setbacks, lot coverage, parking requirements, and so on)

On adoption of the Amended General Plan Land Use Element, it is recommended that the Upland Zoning Code be modified to be consistent with the Plan's land use designations and strategies.

- The zoning map will require revision to reflect the land use policy map.
- Existing zoning classifications will require revisions to reflect the General Plan's land use categories.
- Development for each land use district will require revision to reflect the policies and standards contained in the Plan. Generally, these include:
 1. Establishment of maximum floor area ratios (FAR's) to control development intensity of commercial and industrial sites.
 2. Review and reconciliation of permitted residential densities and lot areas.
 3. Establishment of maximum and minimum limits for the size of residential units.
 4. Review and revision of building height limitations.
 5. Review and revision of yard setbacks and height setbacks for land use compatibility.
 6. Review and establishment of requirements for buffers between differing sites.
 7. Revision of landscape standards.
 8. Establishment of standards to enhance the pedestrian character of streets in the commercial/industrial districts including the types of use, architectural design, and siting of structures at the ground floor elevation.
 9. Establishment of architectural design standards for all uses (e.g., bulk, mass, and facade articulation and planes).
 10. Establishment of design standards for the introduction of new residential structures in existing neighborhoods which preserves their scale and character.
 11. Upgrade of design and development standards for multi-family residential uses.

- New overlay zone and standards for historic preservation shall be established to restore and maintain areas which have unique physical character. The overlay zone normally will be in addition to the underlying standards established for the land use zone.
- Requirements shall be reviewed and upgraded, as necessary, to provide public infrastructure; including sidewalks, "parkway" and street frontage landscape, street improvements, electricity, natural gas, telecommunications, storm drainage, sewer, and water.
- Standards and conditions shall be established for the refinement and reconciliation of industrial, commercial and residential boundaries.
- Procedures, standards, and requirements shall be established for the consideration of development projects which are judged to significantly benefit the City and differ from the provisions of the zoning ordinance for density/intensity, and/or design.

Subdivision Regulations

Subdivision regulation is an exercise of the police power of a city authorized by the State to control the manner in which land is divided. Like the zoning ordinance, it must be consistent with the General Plan. It will be necessary to review the City's subdivision ordinance and amend it as necessary to reflect the land use goals, objectives, policies and standards. Specific concerns include the range of lot sizes permitted for each residential classification, site development standards, responsibility for linkage to and provision of public infrastructure (streets, utilities, storm drainage, etc.).

Building Code

The City shall continue use of the Building Code as a set of rules and regulations by which new construction, adaptive reuse, and renovation shall occur. The Code shall be updated, as necessary, to reflect pertinent changes in the Uniform Building Code and State legislation. At least once each three years, the City shall review and update it as necessary to reflect conditions which are unique to the City.

Architectural Design Review

The goals, strategies, and standards contained in the Land Use Element call for a high level of architectural and site design performance in the City of Upland. To this end, it is recommended that one or more professionals who are trained in architectural, landscape and/or urban design be retained on City staff at all times. This person or persons would be responsible for meeting with development applicants and to explain to them the design goals, objectives, policies, and standards of this plan and how they are interpreted by the City. Specific visual examples of projects which meet these requirements will be presented. This will enable the City to be pro-active in implementing the design review program for the

City. Annually, the City should review the effectiveness of this process in achieving the intended level and quality of design performance. If ineffective, additional design education and review procedures should be considered, which may include the establishment of an Architectural Review Commission.

General Plan Monitoring and Update

Revise and update all General Plan Elements at least once each five years. This should include (a) an update of baseline data, analyses, and issues to account for current conditions; (b) evaluation of the strategies and programs contained in this Plan amendment according to their effectiveness in achieving the Plan's goals and objectives; and (c) revision of the strategies and programs to increase their effectiveness in mitigating defined issues and achieving its goals and objectives. The Planning Commission shall report these findings to the Mayor and the City Council.

Economic Development

Effectuation of land use policies will necessitate a coordinated program of economic development. This may include the funding of a nonprofit corporation created by the City to attract new businesses and develop low and moderate income housing. It should also include "pro-active" steps by representatives of the Planning Commission, City Council, and City staff (planning, redevelopment, community development, etc.) to:

- Maintain and enhance existing key commercial uses, residential uses and light industrial uses.
- Attract new job and revenue generating uses.

Redevelopment

California, through the Community Redevelopment Law (Health and Safety Code Sections 33000 et. seq.), authorizes a city to undertake redevelopment projects to revitalize blighted areas. An adopted plan provides additional tools to a city to effectuate productive change. These include the use of tax increment (i.e., amount of additional tax revenue above a "frozen" base generated by increased property valuations resulting from new development in the project area), property acquisition, consolidation of small parcels, joint public/private partnerships, clearance of land and resale to developers, and relocation of tenants. Twenty percent of the tax increment, in most cases, is to be used to increase and improve the Community's supply of low and moderate income housing.

Redevelopment plans may be adopted with respect to areas in which the conditions of physical, economic, and/or social blight predominate. Redevelopment plans should be considered where conditions of physical and economic blight warrant, as in the Town Center.

Lot Consolidation Program

The City, in cooperation with the Redevelopment Agency and local property owners may develop a program for the consolidation of small lots into larger parcels of greater economic viability in the Town Center, in the 7th and 9th Streets study areas, and Foothill Boulevard. This should occur with specific short term development programs for these areas and developer participation.

Rehabilitation/Renovation Incentives

The City shall continue to expand programs of low interest loans and grants for the renovation, rehabilitation, and/or adaptive reuse of existing residential, commercial, and industrial structures. Additionally, the City shall establish educational programs to train property owners and tenants in renovation and rehabilitation construction techniques and provide technical assistance to low income individuals. The latter should include building surveys and improvement specifications by structural and mechanical engineers and architects and construction assistance by contractors. The City should solicit programs of voluntary participation by local architects, engineers, contractors, and construction workers.

Code Enforcement

Codes and ordinances of the City of Upland which implement the Land Use Element shall be enforced. Historically, this has been achieved by City staff responses to specific complaints. If a problem has been found on investigation, a demand for compliance has been issued. It is suggested that additional resources and personnel be allocated to periodic surveys of land use and building conditions and, where problems are found, code compliance be required.

Urban Design Improvements

The City shall provide for formulation of Urban Design Guidelines, define a funding program, and implement public space improvements for key activity areas and entry points to the City, as defined by the land use strategy. This will include street trees and landscape, street furniture, lighting, signage, sidewalk and special paving, and other pedestrian amenities. Locations for which plans should be prepared and improvements implemented include:

- City entries.
- Town Center.
- Major commercial/industrial corridors.
- Foothill Boulevard.
- Euclid Avenue.

Specific Plans

State Law (Government Code Section 63450) authorizes cities to adopt specific plans for implementing their general plans in designated areas. They are intended to provide more finite specification of the types of uses to be permitted, development standards (setbacks, heights, landscape, architecture, etc.), and circulation and infrastructure improvements. They are most often used to ensure that multiple property owners and developers adhere to a common development plan. They, usually, are not intended for single-owner and developer sites.

Specific Plans are initiated by the City or developers of large scale projects. Costs for City-initiated Specific Plans are, usually, reimbursed by pro-rata assignment of fees to developers applying for development permits in the Specific Plan area. To implement the land use policy, it is suggested that specific plans be considered for the following applications:

- Provide a mechanism for large scale multiple- parcel development projects within the densities and heights prescribed by land use policy, whose objective is to achieve a special purpose or character. Such may include plans for the Town Center, Ninth Street Historical District, and use of the industrial properties located along Ninth Street and in unincorporated areas.
- Provide a mechanism for the consideration of variation from the baseline permitted uses, densities/intensities, and development standards for "significant" regional or community uses.
- Provide a mechanism for the consolidation of adjoining commercially- and residentially- designated parcels into a single site wherein commercial and residential buildings are located in a unified development project, without regard for the designated commercial-residential boundary (similar to a "planned development") in locations specified by land use policy.
- Provide a mechanism for determining the appropriate type, character, density/intensity, and standards of development for the reuse of sites currently used for public or private institutions.

Establish a Historical Preservation Overlay Zone and Associated Activities

The City shall consider the revision of the Zoning Ordinance to include a Historic Preservation Overlay Zone that is designed to protect and enhance the setting and environment of significant sites, structures and districts in the City through specific requirements for setbacks, building placement, height, massing and architectural concept. The development and implementation of a Historic Preservation Overlay Zone may involve the following supplemental actions:

Review of the effect changes in zoning and amendments to the General Plan will have on historic preservation objectives, and, if warranted, revise the changes to

reflect the goals and strategies of the Historical Issue Analysis which may include down zoning in certain areas, particularly residential, to protect historical resources.

Revise the Zoning Ordinance to encourage adaptive reuse through a reinterpretation or changes to the Zoning Ordinance where it applies to new uses in older structures, provisions for addition or retention of additions to older structures, setback and parking requirements so as to foster the continued use of such older structures.

Adoption of specific criteria for determining significance of historic resources and development of a certification program for historic points of interest, site, structures and districts.

Develop and/or enhance design standards for new construction and landscaping to insure special measure are taken for site preservation of historically significant resources and compatibility of new with old. These standards are intended to encourage the following:

- Compatibility in building design, placement and scale with adjacent building of historical significance.
- Capability of existing character of building mass and setbacks so as to retain the streetscape.

Enact a program to provide incentives for preservation, restoration and rehabilitation of historic resources through the purchase of facade easements, waiver of fees, flexible building requirements, rehabilitation loans and grants, and technical advice by person(s) qualified in historic preservation, restoration techniques, and loans and grant programs.

Develop a historic handbook which describes historic structures, sites, and districts, and provides information on building research and appreciation, and sets forth guidelines for rehabilitation.

Establishment of historic districts that meet City criteria as determined by the resources inventory and described by the implementation of an overlay zone.

It is recommended that the Planning Department and other appropriate departments and agencies coordinate their activities regarding historic preservation, and establish policies and programs that are designed to preserve, protect and restore historic sites, structures and districts. City agencies shall review their current policies and programs for their impact on preservation and revise such programs so as to not cause any adverse impacts on historic resources.

It is recommended that the City:

- Work with the local lending institutions in developing a financing program or other programs to provide financial assistance benefiting owners of

historic resources who can prove a need for financial assistance in connection with historic preservation.

PLAN ALTERNATIVES

- 1. Existing General Plan**
- 2. Neighborhood Conservation**
- 3. Increased Economic Development**
- 4. Community Land Use I**
- 5. Community Land Use II**

The proposed General Plan Land Use concept evolved through a community involvement program. A series of three meetings were held to identify community issues and develop land use alternatives that would respond to those concerns that were identified as a top priority of Upland residents.

A. Guiding Assumptions

To identify the General Plan policies that will direct the future development pattern and mix of Upland's land uses, six underlying assumptions about the future of Upland were agreed on by the community through a community consensus process. The participants in plan development agreed that all land use alternatives considered during the General Plan review process should be consistent with the following assumptions:

- Upland will be a predominantly low-density residential community.
- Community and neighborhood values will not be compromised by new development.
- Upland is not likely to become a major regional retailing or employment center.
- Additional economic development in Upland can take place in selected parts of the City.
- California is changing, and these changes will affect Upland and its neighborhoods.
- Transportation and air quality concerns will increasingly affect land use planning and lifestyles of Upland residents,

Five alternatives (Exhibit 2) have been identified which include the existing General Plan buildout scenario, a neighborhood conservation scenario which focuses on preservation of residential neighborhoods, an increased economic development scenario which emphasizes attracting and expanding revenue

generation and land uses to the City, and two community land use alternatives which include citizen recommendations that resulted from public workshops, Planning Commission, and City Council meetings.

B. Alternative 1: Current General Plan

The current General Plan was adopted in 1980 and has been amended a number of times, most significantly for the Southeast Quadrant General Plan Update in 1990. The goal of the Land Use Element of the Current General Plan is to "protect and enhance the character and image of the community as a predominantly low-density suburban residential community compatible with its natural environmental setting."

The alternative would result in a buildout scenario characterized by a mix of land uses consisting of single- and multi-family residential, commercial, and industrial.

The Upland General Plan Land Use map shows the geographic distribution of various planned land uses in the City. Upland General Plan Land Use Summary (See Exhibit 3) provides a summary of information about the existing general plan designations. The Upland Land Use Element discusses the proportions of each category that have been allocated to each designation.

The northern quadrants are designated primarily for low density residential, in keeping with the more steeply sloping terrain (northward toward the San Gabriel Mountains). Low residential densities are encouraged in the north portions of the City in order to minimize the impacts on the physical infrastructure (such as municipal water, sewer, storm-water disposal, and circulation systems). Generally, it is more difficult and costly to construct infrastructure in a hillside environment. The southern areas of the City, in contrast, have been planned to accommodate higher densities of residential uses, where infrastructure costs would be the least expensive.

Residential land uses are the largest category of land uses currently planned for the City. This includes 56.51 percent of total land area, or about 4,236.05 acres. Categories of residential uses are based on density of families or dwelling units permitted on each net acre of land. There are 3,517.13 acres or 46.92 percent designated for single-family residences; 718.69 acres (9.58 percent) for multi-family residences. The predominant residential land use in the City is 3,464.25 acres (46.21 percent) for low density single-family residential. 4,148.79 acres (52.8 percent) is single-family residential use. The General Plan also includes 53.11 acres (0.7 percent) of a mid-density small lot single-family designation.

The next largest distribution of general plan designation is for commercial uses, which makes up a total of 827.45 acres in the various categories. This represents a total of 11.03 percent of land use. Industrial uses account for 479.74 acres in the City, or 6.3 percent of land uses.

EXHIBIT 3
General Plan Alternatives Land Use Summary

Land Use Summary
Within City Limits

Land Use Categories	Alt. I	Alt. II	Acres Existing General Plan	N.C.	E.D.
Single-Family Residential					
0-2, 0-3, 0-4 du/ac	2,379.08	2,379.08	2,389.72	2,389.72	2,389.72
4-6 du/ac	996.62	1,046.43	1,074.53	1,032.59	1,005.59
7-10 du/ac	83.76	126.65	53.11	51.84	51.84
7-12 du/ac Condominium	159.12	159.12	0.00	9.13	0.00
12-20 du/ac Condominium	39.78	20.64	0.00	2.92	2.92
Mobile Home Park	112.70	112.70	0.00	0.00	0.00
Total	3,771.06	3,844.62	3,517.36	3,486.20	3,450.07
Multi-Family Residential					
7-12 du/ac	33.10	12.60	106.54	245.12	245.12
12-20 du/ac	333.49	349.98	325.42	428.96	435.92
7-30 du/ac	0.00	0.00	286.73	0.00	0.00
Total	366.59	362.58	718.69	674.08	681.04
Commercial					
Highway Commercial	322.67	287.73	397.82	397.82	405.55
Regional Commercial	264.97	264.97	0.00	0.00	0.00
Office Professional	43.90	43.90	45.45	50.45	53.70
Commercial Professional	26.77	26.58	30.07	30.07	36.82
Transit Commercial	15.53	15.53	15.53	15.53	15.53
Neighborhood Commercial	34.45	34.81	46.12	37.12	37.12
Central Trading	69.37	69.37	56.76	56.76	80.61
Airport-Related Commercial	0.00	0.00	235.70	235.70	235.70
Total	777.66	742.89	827.45	823.45	865.03
Industrial					
Light Industrial	348.64	348.64	479.74	427.58	437.01
Industrial/artist Loft	12.43	12.43	0.00	12.43	12.43
Industrial Commercial Mixed Use	120.00	120.00	0.00	55.47	55.47
Total	481.07	481.07	479.74	495.48	504.91
Special Uses					
P.U.D. (Lakes, Country Club)	624.98	624.98	624.98	624.98	624.98
Airport	56.00	56.00	0.00	0.00	0.00
Hospital	21.13	21.13	21.13	21.13	21.13
Proposed Rte. 30	99.98	99.98	99.98	99.98	99.98
Total	802.09	802.09	746.09	746.09	746.09
Public Facilities					
Total	1,123.43	1,123.43	1,123.43	1,123.43	1,123.43
Other					
	174.10	139.32	83.24	147.27	125.43
Grand Total	7,496.00	7,496.00	7,496.00	7,496.00	7,496.00

EXHIBIT 3 (continued)

Land Use Summary
San Antonio Heights

Land Use Categories	Acres				
	Alt. I	Alt. II	Existing General Plan	N.C.	E.D.
SFR 0-3 du/ac	990.22	990.22	990.22	990.22	990.22
Neighborhood Commercial	4.01	4.01	4.01	4.01	4.01
Open Space	147.38	147.38	147.38	147.38	147.38
Total	1,141.61	1,141.61	1,141.61	1,141.61	1,141.61

Land Use Summary
County Island

Land Use Categories	Acres				
	Alt. I	Alt. II	Existing General Plan	N.C.	E.D.
Regional Commercial	149.12	149.12	0.00	0.00	0.00
Retail/Wholesale Industrial	187.13	187.13	0.00	0.00	0.00
Light Industrial	0.00	0.00	336.25	336.25	336.25
Total	336.25	336.25	336.25	336.25	336.25

The City has allocated 746.09 acres (9.95 percent) to special uses that include the Lakes Specific Plan and the Upland Country Club (624.98); the hospital (21.13 acres); and the proposed Route 30 Freeway reserved right-of-way (99.98). The land use table indicated that 1,123.43 acres (14.98%) are allocated to public facilities which include government buildings, schools, parks, and flood control.

The City also includes 1,477.86 acres of unincorporated area within the Sphere of Influence. San Antonio Heights is comprised of 990.22 acres of low density single-family uses; 4.01 acres of neighborhood commercial; and 147 acres of open space uses. The areas located on the western boundary of the City (336.25 acres) are designated for light industrial uses.

C. Alternative 2: Neighborhood Conservation

Under this alternative, both existing development and future development would be carefully evaluated to avoid adverse impacts on the quality of life in neighborhoods and to remedy inconsistencies with accepted neighborhood and community values.

The Neighborhood Conservation Alternative most closely resembles the Existing General Plan Alternative in that it provides for preservation of single-family residential uses as they currently exist. In this alternative 2,389.72 acres (31.88 percent) are designated as 0-4 du/ac *Single-Family-Residential*. Other single-family residential land use designations include 1,032.59 acres of 4-6 du/ac, 51.84

acres of 7-12 du/ac, 9.13 acres for 7-12 du/ac condominium, and 2.92 acres of 12-20 du/ac condominium, or 14.76 percent of the total land use. The *Small-Lot, Single-Family Residential 7-10 du/ac* is committed to 57.84 acres.

The neighborhood conservation alternative also includes additional acreage for multi-family, commercial, and industrial uses. This includes 25.12 acres for 7-12 du/ac Multi-Family Residential and 428.96 acres for 12-20 du/ac Multi-Family Residential land uses, or 8.99 percent of land uses.

Commercial acreage increase to 823.45 (compared to the existing General Plan of 591.75 acres. Industrial use includes 427.58 acres for light industrial, 12.43 for industrial/artist loft, and 55.4 for industrial/commercial mixed use.

The other mixed uses and public/quasi-public uses remain the same as for the other alternatives. The neighborhood conservation alternative increases the acreage for commercial and industrial land use designations when compared with the current General Plan.

The Neighborhood Conservation Alternative does not propose any changes to the unincorporated areas that fall within the City's Sphere of Influence.

D. Alternative 3: Increased Economic Development

Under this alternative, Upland would emphasize attracting revenue-generating land uses, such as retail and lodging. Upland would also seek to expand opportunities to employers of appropriate size and nature to located in Upland and to provide increased opportunities for business formation by Upland residents.

This alternative provides for single-family residential uses which are similar to the Neighborhood Conservation Alternative: 3450.09 acres (46.03 percent) are committed to single-family uses, 681.04 acres (9.08 percent) are committed to multifamily uses, 7-12 du/ac (245.12 acres) and 12-20 du/ac (435.92 acres).

Land uses in the alternative are committed to commercial and industrial uses. Commercial uses are allocated to 865.03 acres (11.5 percent of the total land use) including Highway Commercial--405.55 acres, Office Only--53.70 acres, Commercial Professional--36.82 acres, Transit Commercial--15.53 acres, Neighborhood Commercial--37.12 acres, and Central Trading--80.61 acres, and Airport Related Commercial/Industrial--235.70 acres. Industrial uses account for 504.91 acres (6.73 percent of the total land uses) allocating 437.01 acres to light industrial uses and 12.43 acres to a proposed new designation, *Industrial/Artist Loft* and 55.47 acres to *Industrial/Commercial Mixed Use*.

The remainder of the land uses are committed to special land uses (1,487.68 acres) such as Planned Unit Development (624.98 acres), the Hospital (21.13 acres), and Public Facilities (1,123.43 acres).

This alternative does not propose any land use changes to the unincorporated areas included in Upland's Sphere of Influence.

E. Community Land Use Alternatives

These alternatives were defined based on input from community meetings, Public workshops and Planning Commission and City Council workshops. The final General Plan Land Use Alternative will evolve from continuing community involvement as the General Plan program continues. It is likely that the adopted General Plan Land Use Element will include elements from each of the alternatives studied.

In Community Land Use Alternative 1 the largest General Plan designation is for single-family residential. This includes 3,771.06 acres, or 50.30 percent of the total land area. The largest designation is for low-density residential at 2,379.08 acres (31.73 percent). Other single-family designations include 996.62 acres (13.29 percent) for other single-family, detached residences. The remaining single-family residential uses are 159.15 acres for condominiums and 34.28 acres (1.4 percent) for mobile home park. The remaining residential land use designation is for multi-family uses. In this category the largest designation is for medium-density use, 12-20 du/ac, with 333.49 acres, or 4.2 percent of total land use, the remaining 33.10 acres (0.4 percent) designated for multi-family residences is for lower-density use (7-12 du/ac). There are no acres designated for residential uses over 20 du/ac.

Land committed to commercial/office uses is 777.66, or 10.37 percent of the total. Of the total, the uses are broken down into Highway Commercial--322.67 acres, Regional Commercial--264.97 acres, Office Only--43.90 acres, Commercial Professional--26.77 acres, Transit Commercial--15.53 acres, Neighborhood Shopping--34.45 acres, and Central Trading--69.39 acres.

This alternative provides for 481.07 acres (6.41 percent) of industrial land uses including Light Industrial--348.64 acres, Industrial/Artist Loft--12.43 acres, and Industrial/Commercial Mixed Use--120 acres.

Special uses including PUB/Specific Plan--624.98 acres), Airport--56 acres, Hospital--21.13 acres, and Proposed Route 30 right-of-way--(99.98 acres) comprise a total of 802.09 acres, or 10.70 percent of the total land uses. Public Facilities occupy 1,123.44 acres, or 14.98 percent of the City's land uses.

No changes are proposed in the San Antonio Heights area of the City's Sphere of Influence. Land uses include Single-Family Residential 0-3 du/ac--990.22 acres, Neighborhood Commercial--4.01 acres, and Open Space--147.38 acres.

The 320-acre County Island is changed to Regional Commercial uses (149.12 acres, or 44.34 percent) on Industrial/Commercial, Mixed Use (187.13 acres, or 55.65 percent).

F. Community Land Use Alternative II

Community Land Use Alternative II is a refinement of Alternative I. The land allocated to the Single-Family Residential classification is increased to 3,844.62 acres, or 51.28 percent. The proposed land uses with low-density 0-4 du/ac (2,379.08 acres), 4-6 du/ac (1,046.43 acres, 7-10 du/ac (126.65 acres), 7-12 du/ac Condominium (159.12 acres), 12-20 du/ac Condominium (20.64 ac), and 8-14 du/ac Mobile Home Park (112.70 acres).

Multi-Family Residential uses account for 362.58 acres, or 4.8 percent of the total uses with 12.60 acres allocated to Multi-Family Residential--12-20 du/ac.

Commercial/Office uses are committed to 742.89 acres, or 9.9 percent of the total acreage of the City. The uses are allocated to Highway Commercial--287.73 acres, Commercial/Industrial Mixed Use (SP) , Office Only--43.90 acres, Commercial Professional--26.58 acres, Transit Commercial--15.53 acres, Neighborhood Shopping--34.81 acres), and Central Trading--99.37 acres.

The remaining land use categories are the same as Alternative I, Industrial uses--481.07 acres, Special Uses--802.09 acres, and Public Facilities--1,123.4 acres.

City of Upland **HOUSING ELEMENT UPDATE**

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THE CITY OF UPLAND

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GPA-00-01

ADOPTED BY THE UPLAND CITY COUNCIL

ON AUGUST 23, 2001

CITY COUNCIL RESOLUTION NO. 5269

AUGUST 2001

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I. INTRODUCTION

A. PURPOSE

The Housing Element of the General Plan identifies and establishes the City's policies with respect to meeting the housing needs of existing and future residents of Upland. It establishes policies that will guide City decision-making and sets forth an action plan to implement its housing goals through the year 2005. These commitments are in furtherance of the statewide housing goal of "early attainment of decent housing and a suitable living environment for every California family," as well as a reflection of the concerns unique to the City of Upland.

B. CITIZEN PARTICIPATION

State law requires that local governments make diligent efforts to solicit public participation from all economic segments of the community in the development of the Housing Element. Public input has been facilitated primarily through the appointment of a Council Advisory Committee, which provided guidance to staff and the consultants in identifying issues and developing policies, programs and objectives. The CAC met on a monthly basis during the course of the project.

In addition to the guidance provided by the CAC, a joint City Council/Planning Commission workshop was held to solicit policy direction early in the Housing Element update process. Two public workshops were also held to provide interested groups and individuals an opportunity to review housing needs and policy options, and offer suggestions. Public hearings were also held by the Planning Commission and City Council prior to review of the element by the Department of Housing and Community Development.

Prior to final adoption of the element, legally-noticed public hearings were held by the Planning Commission on September 27, November 14, and November 29, 2000 and City Council on December 11, 2000.

C. CONSISTENCY WITH STATE PLANNING LAW

The Housing Element is one of the seven General Plan elements mandated by state planning law, as articulated in Sections 65580 to 65589.8 of the Government Code. State law requires that the Element consists of "an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement and development of housing." The residential character of the City is, to a large extent, determined by the variety of its housing and the location and maintenance of the housing. The Housing Element is an official municipal response to the need to address the housing needs of all economic segments of the population. It establishes policies that will guide City decision making, and sets forth an action program to implement the City's housing goals through 2005.

D. GENERAL PLAN CONSISTENCY

The Housing Element of the General Plan is only one facet of a City's planning program. The California Government Code requires that General Plans contain an integrated, consistent set of goals and policies. The Housing Element is, therefore, affected by development policies contained in the Land Use Element, which establishes the location, type, intensity and distribution of land uses throughout the city. The Circulation Element establishes policies for ensuring adequate mobility for all of the city's residents, workers and visitors. The policies that are contained in other elements of the General Plan affect the quality of life that citizens expect. As amendments to the General Plan are proposed in the future, the

various elements, including the Housing Element, will need to be reviewed to ensure that internal consistency is maintained.

E. HOUSING ELEMENT ORGANIZATION

The Housing Element is comprised of the following major components:

- The Community Profile (Section II) contains an overview of the city's population, housing and employment characteristics in the context of regional trends
- The Housing Needs Assessment (Section III) presents a discussion of the city's existing and future housing needs, including special needs such as the elderly and large families, and the city's fair share of regional growth needs.
- Section IV contains a review of housing constraints and resources, including governmental and market constraints to the maintenance, improvement and development of housing.
- Section V presents a review of the previous Housing Element, including a discussion of the appropriateness of goals and policies, the effectiveness of programs, and the progress in achieving quantified objectives.
- The goals, policies and programs that will guide the City's actions through 2005 are presented in Section VI.

The State-mandated Housing Element Components are identified in *Table 1, Required Housing Element Components*, together with a reference to the sections of this document in which they are addressed.

**TABLE 1
REQUIRED HOUSING ELEMENT COMPONENTS**

<i>Required Housing Element Component</i>	<i>Reference</i>
A. HOUSING NEEDS ASSESSMENT AND INVENTORY OF RESOURCES AND CONSTRAINTS	
Analysis of population trends.	Section II.A
Analysis of employment trends.	Section II.B
Projection and quantification of existing and projected housing needs for all income groups.	Section III
Analysis and documentation of household characteristics including the following:	
a. Level of housing cost compared to ability to pay	Section II.D
b. Overcrowding	Section III.A
c. Housing Stock Condition	Section II.D.5
An inventory of land suitable for residential development, including vacant sites, land having redevelopment potential, and an analysis of the relationship of zoning, public facilities and services to these sites.	Section IV.B Appendix A
Analysis of existing and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels.	Section IV.A.1
Analysis of existing and potential non-governmental and market constraints upon maintenance, improvement, or development of housing for all income levels.	Section IV.A.2
Analysis of special housing needs: handicapped, elderly, large families, female-headed households, farm workers and persons in need of emergency shelter.	Section III.A.3
Analysis of opportunities for energy conservation with respect to residential development.	Section VI.A.5
B. GOALS, OBJECTIVES AND POLICIES	
Identification of goals, objectives and policies relative to maintenance, preservation, improvement and development of housing.	Section VI.A
C. IMPLEMENTATION PROGRAM	
An implementation program should do the following:	
Identify adequate sites, which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels.	Section VI.B
Assist in the development of adequate housing to meet the needs of low and moderate income households.	Section VI.A.1
Identify and, when appropriate and possible, remove governmental constraints to the maintenance, improvement and development of housing.	Section VI.A.1
Conserve and improve the condition of the existing affordable housing stock.	Section VI.A.2
Promote housing opportunities for all persons.	Section VI.A.3
Preserve lower income household assisted housing developments.	Section VI.A.2

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II. COMMUNITY PROFILE

A. POPULATION TRENDS AND CHARACTERISTICS

According to Department of Finance estimates, the City's population as of January 1999 was 67,897. This indicates that since 1990, the population increased 7.1%. In contrast, the County as a whole grew by 16.6%. This difference reflects the diminishing inventory of buildable land in the City as compared to the cities and unincorporated areas to the east. A summary of population growth trends since 1980 is provided in Table 2.

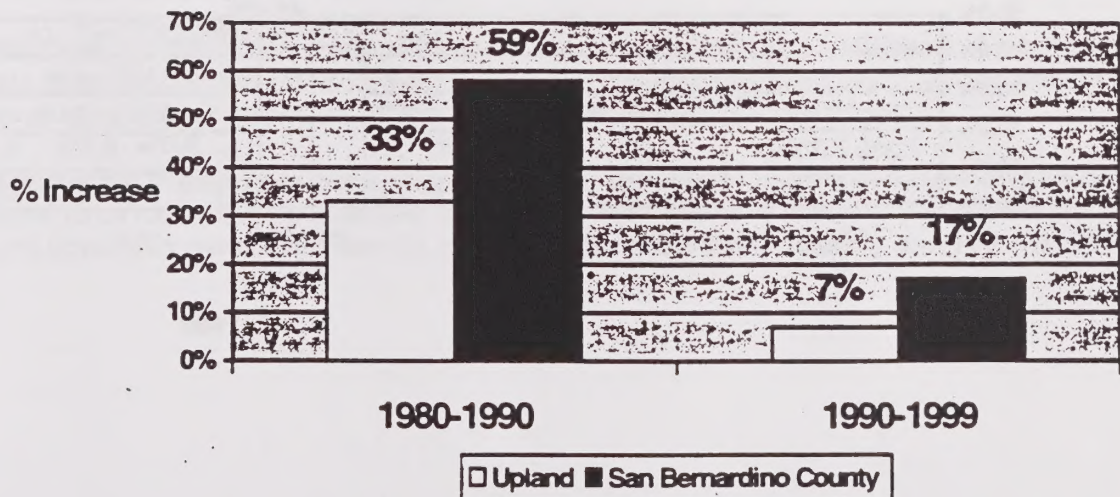
**TABLE 2
POPULATION GROWTH
1980-1999**

<i>Jurisdiction</i>	<i>1980¹</i>	<i>1990¹</i>	<i>1999²</i>	<i>1980-90 Growth</i>		<i>1990-99 Growth</i>	
				<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Upland	47,647	63,374	67,897	15,697	32.9%	4,523	7.1%
San Bernardino County	895,016	1,418,380	1,654,007	523,364	58.5%	235,627	16.6%

¹ U.S. Census Bureau.

² California Department of Finance, Population Estimates, January 1, 1999.

**Figure 1
Population Growth: 1980-1999
Upland vs. San Bernardino County**



1. Age Composition

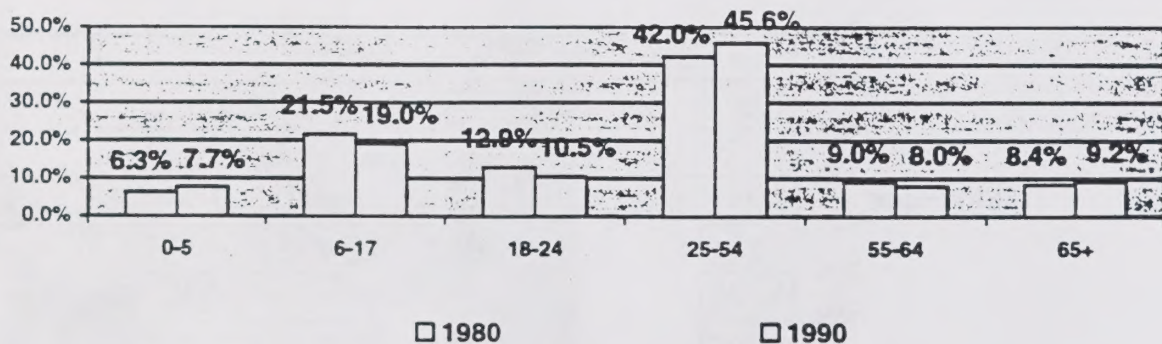
The age breakdown of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. Table 3 illustrates the age distribution of Upland residents as reported by the 1980 and 1990 Census. The table indicates that, in 1990, 45.3% (28,753 persons) of Upland's population was aged 25-54, 37.5% (23,756 persons) was 0-24, and 17.1% (10,865 persons) was over 54. Comparison of 1980 and 1990 data indicates that the largest increases have occurred in the preschool (0-4), prime working (25-54), and senior (65+) age categories.

**TABLE 3
AGE DISTRIBUTION
1980-1990**

Age Group/Year	1980		1990		1980:1990 % Change
	Number	% of Population	Number	% of Population	
Preschool (0-4)	2,991	6.3%	4,736	7.5%	+58%
School (5-17)	10,251	21.5%	12,146	19.2%	+18%
Young Adults (18-24)	6,124	12.9%	6,874	10.8%	+12%
Prime Working (25-54)	20,013	42.0%	28,753	45.3%	+44%
Retirement (55-64)	4,273	9.0%	5,016	7.9%	+17%
Senior Citizens (65+)	3,995	8.4%	5,849	9.2%	+46%
TOTAL	47,647	100%	63,374	100%	+33%

Source: U.S. Census Bureau

**Figure 2
Age Distribution 1980-1999**



2. Race and Ethnicity

Census data shows that although the population of the City of Upland in 1990 was nearly 80% White, the City is slowly becoming more diverse, as the change in population between 1980 and 1990 indicates. The White population increased by 28% while the Black and Asian/ Pacific Islander populations increased by 300% and 249% respectively (Table 4). According to Census tabulations, ethnicity is treated as a separate characteristic, i.e., persons identifying themselves as Hispanic are also included in one of the racial categories.

**TABLE 4
RACIAL AND ETHNIC COMPOSITION
1980-1990**

Racial/Ethnic Group	1980 ¹		1990		1980:1990 % Change
	Number	Percent	Number	Percent	
White	39,156	82.1%	49,972	78.9%	+28%
Black	845	1.8%	3,380	5.3%	+300%
American Indian, Eskimo, Aleut ¹	263	0.5%	286	0.5%	+9%
Asian or Pacific Islander	1,276	2.7%	4,457	7.0%	+249%
Other	5,741	12.0%	5,279	8.3%	-8%
TOTAL	47,647	100%	63,374	100%	+33%
Hispanic	NA	NA	11,115	17.5%	NA

¹ The categories of Asian or Pacific Islander and American Indian, Eskimo or Aleut were combined in 1980.

Source: US Census Bureau

B. EMPLOYMENT TRENDS

1. Jobs Held by Upland Residents

The 1990 Census showed that 32,430 residents of the City of Upland were employed. According to the California State Employment Development Department, the unemployment rate in Upland was 3% in October of 1999, compared to 4.5% for the County of San Bernardino as a whole.

Table 5 shows the number of persons employed in each occupation and the corresponding percentages of the labor force for the City according to the 1990 Census. The table indicates that one-third of the employed population works in the Service industry, 17% work in Manufacturing, and 17% work in Retail Trade.

TABLE 5
JOBS HELD BY UPLAND RESIDENTS BY SECTOR
1990

<i>Job Sector</i>	<i>Number</i>	<i>Percent</i>
Agriculture	582	2%
Mining	57	<1%
Construction	2,094	6%
Manufacturing	5,353	17%
Transportation	1,416	4%
Communications/other Public Facilities	987	3%
Wholesale Trade	1,407	4%
Retail Trade	5,564	17%
Finance, Insurance, & Real Estate	2,737	8%
Services	10,806	33%
Public Administration	1,427	4%
Total Employed Persons (16 years and over)	32,430	100%

Source: 1990 U.S. Census

2. Major Employers

As Table 6 indicates, the City of Upland Chamber of Commerce reported that the San Antonio Community Hospital is the largest employer in Upland in 1999, with 1,800 employees. According to the 1990 Census, this figure represents approximately 6% of the city's employed population. The Upland Unified School District is the city's second largest employer with 900 employees (or approximately 3% of Upland's employed population). Lewis Homes, the City of Upland, and GTE California follow as the third, fourth, and fifth largest employers, respectively.

TABLE 6
MAJOR EMPLOYERS IN UPLAND
1999

<i>Company</i>	<i>Number of Employees</i>
San Antonio Community Hospital	1,800
Upland Unified School District	900
Lewis Homes	381
City of Upland	328
GTE California	300

Source: City of Upland Chamber of Commerce, 1999

3. Jobs/Housing Balance

The "jobs-housing balance" test is a general measure of a community's employment opportunities with respect to its residents' needs. A balanced community would reach equilibrium between employment and housing opportunities so the majority of the residents could also work within the community. The jobs-housing balance for the City of Upland is shown in Table 7. According to the 1990 Census and

SCAG, there were 29,086 employment opportunities and 24,496 households in Upland resulting in a jobs/household ratio of 1.19. In comparison, jobs/housing ratio for San Bernardino County is 0.86. The jobs/housing ratio for the entire six-county SCAG region was 1.33 in 1990. This analysis demonstrates that while Upland had more balanced land use than the county as a whole, it was still relatively job-poor when compared to the regional average.

TABLE 7
CITY OF UPLAND JOBS/HOUSING BALANCE
1990

	<i>Upland</i>	<i>San Bernardino County</i>	<i>SCAG Region</i>
<i>Employment</i>	29,086	466,349	7,064,508
<i>Housing Units</i>	24,496	542,332	5,329,631
<i>Jobs/Housing Ratio</i>	1.19	0.86	1.33

Source: U.S. Census Bureau, SCAG.

C. HOUSEHOLD CHARACTERISTICS

1. Household Formation and Composition

Table 8 compares the total households in 1990 and 1999 for California, San Bernardino County, and City of Upland. The table shows that while the total number of households for California and San Bernardino County increased 8.1% and 11%, respectively, the number of households in the City of Upland increased only 2.9%. Upland's relatively slow growth is attributed to the fact that it is a mature community without large areas of vacant land.

TABLE 8
TOTAL HOUSEHOLDS
1990-1999

<i>Area</i>	<i>1990</i>	<i>1999</i>	<i>% Increase 1990-1999</i>
California	10,381,206	11,225,363	8.1%
San Bernardino County	464,737	515,865	11.0%
City of Upland	23,075	23,746	2.9%

Source: U.S. Bureau of Census 1990 for the City, County and State; Department of Finance Population Estimates, 1/1/99.

2. Household Type

Table 9 shows the household types for the City of Upland according to the 1990 Census. The data illustrates that married couple families occupy the majority of households at 59%. These households are split approximately even according to those with and those without children under 18 years of age (6,736 and 6,928 respectively). Non-family households are the next largest household type and represent approximately 27% of households in Upland. Of the remaining 14% of households, the majority are female households with no husband present.

This table illustrates the changing nature of housing needs. Less than one-third of all households in 1990 were "traditional" families – a married couple with children.

TABLE 9
HOUSEHOLD TYPE
1990

<i>Married-couple family</i>		<i>Male householder, no wife present</i>		<i>Female householder, no husband present</i>		<i>Non-family</i>	<i>Total All Households</i>
<i>W/ children under 18 yrs.</i>	<i>W/out children under 18 yrs.</i>	<i>W/ children under 18 yrs.</i>	<i>W/out children under 18 yrs.</i>	<i>W/ children under 18 yrs.</i>	<i>W/out children under 18 yrs.</i>		
6,736	6,928	492	427	1,369	931	6,192	23,075
29%	30%	2%	2%	6%	4%	27%	100%

Source: 1990 U.S. Census.

3. Household Size by Tenure

According to the 1990 Census, the average household size for owners in the City of Upland is slightly higher (2.9 persons per household) than for renters (2.4 persons per household). Table 10 shows the number of renter and owner households by size. Only about 9% of renter households have 5 or more persons, while over 60% of renter households have 1 or 2 persons. About 13% of owner households have 5 or more persons.

TABLE 10
HOUSEHOLD SIZE BY TENURE
1990

	<i>Households</i>	<i>Renter (%)</i>	<i>Owner (%)</i>
1 Person	4,851	2,825 (31%)	2,026 (15%)
2 Persons	7,456	2,733 (30%)	4,723 (34%)
3-4 Persons	8,132	2,783 (30%)	5,349 (38%)
5+ Persons	2,638	812 (9%)	1,826 (13%)
TOTAL	23,077	9,153 (100%)	13,924 (100%)
AVERAGE HOUSEHOLD SIZE		2.4 persons	2.9 persons

Source: U.S. Bureau of Census 1990

4. Household Income

1999 estimates for household income by tenure are provided in Table 11. The table shows that nearly half of all renter households have incomes below 80% of the countywide median, and 28% are considered very-low-income (i.e., less than 50% of median). These households are at greatest risk of serious housing problems, and often are required to double up in order to make ends meet.

Owner-occupants typically have higher incomes, with only about 15% of all households falling in the low-income category (i.e., below 80% of median income).

TABLE 11
HOUSEHOLD INCOME BY TENURE
1999

<i>Income Category</i>	<i>Total</i>	<i>Renter (%)</i>	<i>Owner (%)</i>
Less than 30%	1,833 (8%)	1,303 (14%)	530 (4%)
30 to 50%	1,874 (8%)	1,263 (14%)	611 (4%)
51 to 80%	2,842 (12%)	1,789 (20%)	1,053 (7%)
80% or greater	17,108 (72%)	4,737 (52%)	12,371 (85%)
TOTAL	23,657 (100%)	9,092 (100%)	14,566 (100%)

Source: SCAG 1999.

Table 12 displays the number and percentage of households below poverty level in the City of Upland according to household type, as reported in the 1990 Census. The Census reported that 7.1% of all households in the City were below the poverty level. Married couple families represented the lowest percentage (2.7%) of households below the poverty level while female households had the greatest percentage (22.7%). Households with children comprised the majority of households below the poverty level.

TABLE 12
HOUSEHOLDS BELOW POVERTY LEVEL
1990

<i>Household Type</i>	<i>Total Households</i>	<i>Number of Households Below Poverty Level</i>	<i>Percentage of Households Below Poverty Level</i>
Married Couple Families	13,304	353	2.7%
Family With Children	6,736	250	3.7%
Family Without Children	6,928	103	1.5%
Male Households	919	106	11.5%
With Children	492	94	19.1%
Without Children	427	12	2.8%
Female Households	2,300	516	22.4%
With Children	1,369	489	35.7%
Without Children	931	27	2.9%
Non-Family	6,192	664	10.7%
TOTAL HOUSEHOLDS	23,075	1,639	7.1%

Source: 1990 Census

D. HOUSING INVENTORY AND MARKET CONDITIONS

1. Housing Stock Profile

Table 13 displays a regional comparison of total housing stock from 1980-1999. The results indicate that the City of Upland has experienced less rapid growth than most other cities and San Bernardino County as a whole during the past decade. From 1980-1990, all of the cities shown in the table experienced at least double-digit growth in percentage change in total housing stock; Upland experienced 32% growth.

Since 1990, growth has slowed tremendously, dipping below 6% growth in all cities except for Rancho Cucamonga, below 7% in the overall County, and to 3% in Upland.

TABLE 13
REGIONAL COMPARISON OF TOTAL HOUSING STOCK
1980-1999

Area	1980	1990	1999	Change 1980-90	Change 1990-99
City of Upland	18,595	24,496	25,204	5,901 (32%)	708 (3%)
City of Montclair	7,860	8,915	9,217	1,055 (13%)	302 (3%)
City of Ontario	31,339	42,536	44,699	11,197 (36%)	2,163 (5%)
City of Rancho Cucamonga	17,839	36,367	41,193	18,528 (104%)	4,826 (13%)
San Bernardino County	370,155	572,379	604,060	202,224 (54%)	31,681 (6%)

Source: U.S. Bureau of Census 1980 & 1990 for County and City of Upland; 1994-98 CHAS for adjacent cities in 1980 and 1990. Department of Finance January, 1999. estimate for cities and county in 1999.

Table 14 indicates that, between 1990 and 1999, the housing stock composition in both the city and the county changed very little. In addition, the majority of housing in both the City and County is comprised of single-family detached units and multi-family units with 5 or more occupants. In comparison to San Bernardino County, the City of Upland has a substantially higher concentration of multi-family units (33%) as compared to 21% in the county as a whole.

TABLE 14
COMPOSITION OF HOUSING STOCK BY UNIT TYPE
1990-1999

Unit type	Upland				San Bernardino County			
	1990		1999		1990		1999	
SF detached	14,043	57%	14,381	57%	361,598	67%	412,982	68%
SF attached	1,541	6%	1,667	7%	22,284	4%	22,947	4%
MF (2-4 units)	2,494	10%	2,644	11%	38,591	7%	40,301	7%
MF (5+ units)	5,559	23%	5,652	22%	76,877	14%	83,030	14%
Mobile Homes	859	4%	860	3%	42,982	8%	44,800	7%
Total	24,496		25,204		542,332		604,060	

Source: Department of Finance Population & Housing Estimates 1/1/99

2. Tenure

Table 15 details occupied housing units according to tenure for the City of Upland according to the 1990 Census. The data shows that single-family units make up the largest proportion (65%) of all housing units. The vast majority of owner-occupied units (92%) are single-family homes. Multi-family units in buildings having 5 or more units account for just over half of all renter-occupied units, while about one-quarter of rental units are single-family homes.

TABLE 15
OCCUPIED HOUSING UNITS BY TENURE
1990

Type	Owner-Occupied Units		Renter-Occupied Units		Total
	Number	Percent	Number	Percent	
Single-Family*	12,748	92%	2,365	26%	15,113
2-4 Multi-family	232	2%	2,040	22%	2,272
5 or more Multi-family	55	<1%	4,692	51%	4,747
Mobile Home	858	6%	27	<1%	885
Other	31	<1%	29	<1%	60
TOTAL	13,924	100%	9,153	100%	23,077

* Includes both detached and attached units.
Source: 1990 Census, Summary Tape File 3A.

3. Vacancy Rates

Table 16 shows the vacancy rate for housing units according to size and tenure. According to the 1990 Census, the City of Upland maintained a vacancy rate of 6%. Approximately half of the vacant units contain 2 bedrooms; of these, the majority are rental units.

TABLE 16
HOUSING VACANCY BY UNIT SIZE
1990

Category	Total	Housing Type		
		0 & 1 Bedroom	2 Bedrooms	3+ Bedrooms
Year Round Housing	24,496 ¹	4,251	7,214	13,031
Occupied Units	23,077 (94%)	3,871 (16%)	6,593 (27%)	12,613 (51%)
-Rental Units	9,153 (40%)	3,576	4,248	1,329
--Ownership Units	13,924 (60%)	295	2,345	11,284
Total Vacant	1,419 (6%)	380 (1%)	621 (3%)	418 (2%)
-Vacant for Rent	892 (4%)	321	454	117
-Vacant for Sale	178 (<1%)	18	18	142
-Other Vacant/Seasonal	349 (1%)	41	149	159

* As a percentage of occupied units.
¹ Includes trailer units.
Source: 1990 Census

4. Age of Housing Stock

Table 17 displays the age of housing stock in the City of Upland according to the 1990 Census. The results indicate that the majority of housing is less than 30 years old. The age characteristics of renter-occupied units are very similar to owner-occupied units.

TABLE 17
AGE OF HOUSING STOCK
1990

<i>Year Built</i>	<i>Owner</i>	<i>Renter</i>
Before 1940	521 (4%)	544 (6%)
1940 – 1949	417 (3%)	551 (6%)
1950 – 1959	1,746 (13%)	988 (11%)
1960 – 1969	2,827 (20%)	1,569 (17%)
1970 – 1979	4,209 (30%)	2,639 (29%)
1980-March 1990	4,204 (30%)	2,862 (31%)
TOTAL	13,924 (100%)	9,153 (100%)

Source: 1990 Census, STA-3A; City of Upland Planning Dept.

5. Housing Conditions

The only information on housing conditions reported by the Census is the status of kitchen and plumbing facilities. This data is displayed in Table 18. According to the 1990 Census, less than 1% of the total housing stock lacks complete kitchen or plumbing facilities. It is recognized, however, that there are a number of housing problems that are not captured by this definition, such as structural, roofing, heating and electrical deficiencies.

TABLE 18
CONDITION OF KITCHEN & PLUMBING FACILITIES OF
TOTAL HOUSING STOCK
1990

<i>Year Built</i>	<i>Number of Units</i>	<i>Percent of Units</i>
Kitchen		
Complete	24,298	99.2%
Incomplete	198	0.8%
Plumbing		
Complete	24,426	99.7%
Incomplete	70	0.3%

Source: 1990 Census, STA-3A

6. Housing Costs and Rents

Table 19 shows the maximum affordable rent and purchase prices for housing in the City of Upland according to income categories. According to income limits established by HUD, the maximum annual income for those in the very-low-income category is \$23,700. By definition, housing is "affordable" if the monthly payment is not more than 30% of gross income. Based on that standard the maximum affordable monthly rent for a very-low-income household is \$593, and the estimated maximum purchase price of a home is \$75,000. People who earn between \$23,700 and \$37,920 are considered to be in the low-income category and can afford a maximum monthly rental payment of \$948 and a maximum purchase price of \$120,000.

Moderate-income households earn between \$37,920 and \$56,880 and can afford a monthly rental payment of \$1,422 and a purchase price of about \$170,000. The above-moderate category is defined as annual income greater than \$56,880, with monthly rent over \$1,422 and sales price over \$170,000.

TABLE 19
AFFORDABLE RENT AND PURCHASE PRICE BY INCOME CATEGORY
1999

<i>Income Category</i>	<i>Annual Income ¹</i>	<i>Maximum Monthly Rent Payment ²</i>	<i>Estimated Maximum Purchase Price ³</i>
Very Low	\$23,700	\$593	\$75,000
Low	\$37,920	\$948	\$120,000
Moderate	\$56,880	\$1,422	\$170,000
Above Moderate	Above \$56,880	Above \$1,422	Above \$170,000
Median	\$47,400		

¹ Income limits established by HUD, January 2000.

² Based on 30% of income.

³ Assumes 10% down payment, a 8.5% interest rate, 1.25% tax and homeowners insurance and a 28% debt ratio.

a. Existing and New Home Price Trends

Figure 3 compares the median home and condo prices in the City of Upland between June 1998 and June 1999. According to Axiom/DataQuick information, the median home price for the City of Upland increased from \$157,000 to \$168,000, or 7%, between June 1998 and June 1999. During the same period, the median Condo price increased from \$120,000 to \$121,000, or 1%. The median prices of San Bernardino County homes and condos are significantly lower. Through June 1999, the median price for existing homes throughout the County was \$128,000 or \$40,000 less than Upland. In addition, the median price for existing condos throughout the County dropped from \$94,000 to \$77,000 (18%) between June 1998 and June 1999. It should be noted that these statistics may reflect isolated changes in the "mix" of units sold during the particular time period and not price trends in general.

Figure 3
Median Home & Condo Prices
Upland vs. San Bernardino County
1998-1999

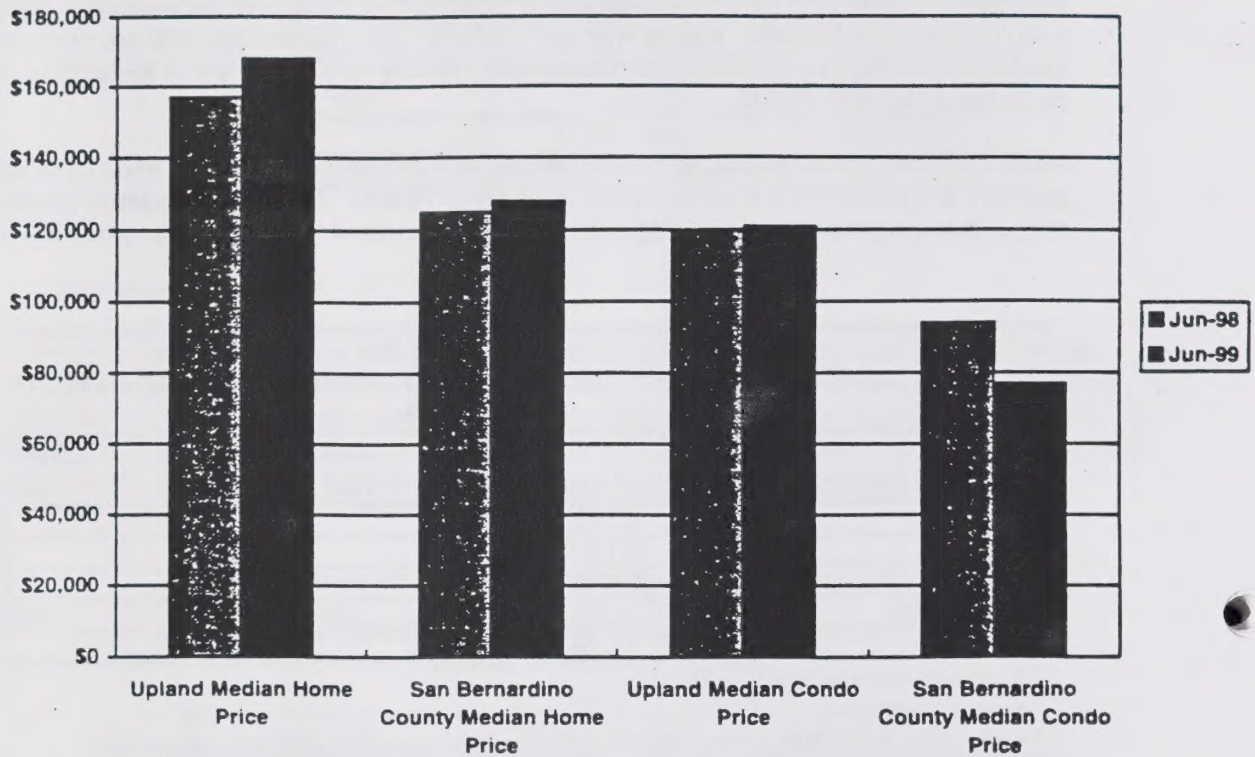


Table 20 presents a survey of new home sales prices in the Upland area during 1999. Nine projects with a total of 502 homes were surveyed. Sales prices ranged from \$151,900 to \$549,000. Using the income categories shown in Table 21 it is estimated that about 17% of new homes were affordable to Moderate-income buyers and the remaining 83% were Above-moderate.

TABLE 20
REPRESENTATIVE NEW HOME PRICES
1999

Development	Product Type	Total Units	Price Range	Income Category ¹			
				VL	Low	Moderate	Above Moderate
Chaparral Heights	Single-Family Detached	21	\$335,000-\$420,000				21
Pepperview Homes	Single-Family Detached	39	\$157,950-\$198,950			10	29
The Ponte Vecchio @ San Antonio Heights	Single-Family Detached	12	\$439,900-\$549,000				12
Heartland	Single-Family Detached	115	\$151,900-\$178,900			75	40
Citrus Grove	Single-Family Detached	16	\$359,900-\$419,900				16
Citrus Highland	Single-Family Detached	15	\$299,900-\$319,900				15
Mountain Shadows	Single-Family Detached	124	\$279,900-\$367,900				124
Fairway Classics	Townhouse	80	\$249,900-\$265,900				80
Tuscany	Single-Family Attached	80	\$235,990-\$271,990				80
SUMMARY		502				85 (17%)	417 (83%)

Source: The Meyers Group, The Planning Center

Notes:

1 Estimate based on income categories presented in Table 21.

b. Rental Prices

Table 21 presents the results of a rental market survey conducted in September 1999. The most common unit type – 1-bedroom, 1-bath units – were found to have an average a monthly rent of \$652. The second largest sample surveyed, 2-bedroom, 2-bath units, had an average monthly rent of \$803. The average monthly rent for all units was \$750.

A comparison of rental rates by city is shown in Table 22. The survey shows that the average rent in Upland is quite similar to the countywide average (\$750 vs. \$724).

TABLE 21
RENTAL MARKET SAMPLE*
SEPTEMBER 1999

	# Units	% Mix	Average SF	Average Low Rent	Average High Rent	Average Rent
studio	225	6%	533	\$570	\$570	\$570
jr. 1 bd	105	3%	551	\$568	\$583	\$573
1bd 1 bth	1,447	40%	714	\$649	\$659	\$652
2 bd 1 bth	344	10%	931	\$751	\$760	\$754
2 bd 1.5 bth	106	3%	1,063	\$878	\$878	\$878
2 bd 2 bth	1,104	31%	998	\$802	\$806	\$803
2 bd 2.5 bth	233	6%	1,338	\$1,063	\$1,063	\$1,063
3 bd 2 bth	44	1%	1,163	\$1,078	\$1,078	\$1,078
Totals	3,608	100%	918	\$748	\$754	\$750

* Sample includes only large complexes of 80+ units.
Source: REALFACTS, September 1999

TABLE 22
RENTAL MARKET COMPARISON BY CITY*
SAN BERNARDINO COUNTY
1999

	Units Surveyed	% Total	Average Occupancy	Average Rent
Alta Loma	1,350	4.1%	98.5%	\$910
Chino	1,532	4.6%	98.0%	\$777
Chino Hills	1,533	4.6%	97.5%	\$974
Colton	2,995	9.0%	97.5%	\$557
Fontana	1,475	4.4%	98.4%	\$584
Grand Terrace	992	3.0%	97.5%	\$617
Highland	1,070	3.2%	87.6%	\$549
Loma Linda	1,006	3.0%	97.7%	\$727
Montclair	165	0.5%	98.8%	\$963
Ontario	2,769	8.3%	98.0%	\$776
Rancho Cucamonga	4,869	14.6%	97.6%	\$829
Redlands	2,786	8.4%	97.7%	\$694
Rialto	1,724	5.2%	96.6%	\$653
San Bernardino	3,977	12.0%	93.9%	\$607
Upland	3,608	10.8%	97.8%	\$750
Victorville	1,423	4.3%	95.5%	\$518
Totals	33,274	100.0%	96.9%	\$724

* Sample includes only large complexes of 80+ units.
Source: Real Facts 11/16/99

c. Affordability Gap Analysis

Comparing Table 19 with Figure 3 shows that the Upland median home price of \$168,000 falls within the moderate-income category, while the median condo price of \$121,000 is within the low-income level. These comparisons reflect the relatively good affordability of housing in San Bernardino County and the Inland Empire generally as compared to the Los Angeles/Orange County metropolitan area.

As noted in Table 20, about 17% of new homes in Upland were affordable to moderate-income buyers while the remaining 83% were priced at above-moderate levels.

**Figure 4
Rental Market Analysis
September 1999**

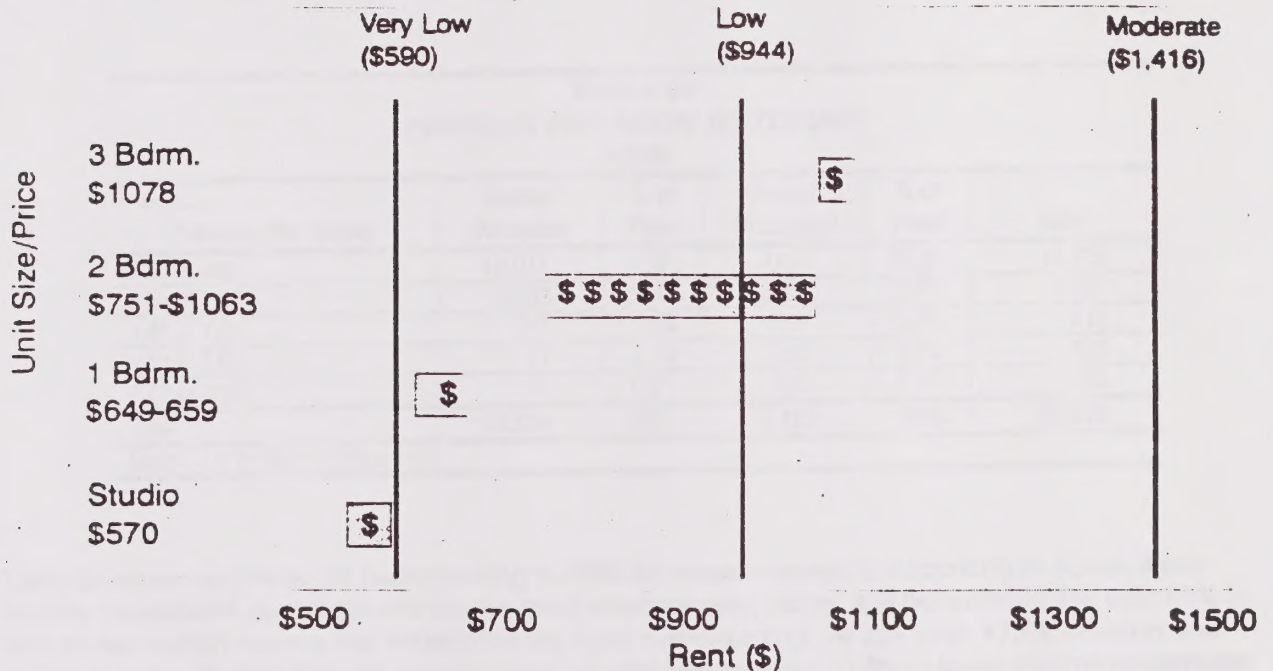


Figure 4 shows the comparison between market rents and affordable rent levels by income category. This figure indicates that all of the surveyed studio units met the very-low-income standard, and all of the 1-bedroom units rented for rates affordable to low-income households. Most of the 2-bedroom units rented at low-income rates, while 3-bedroom units rented in the moderate-income category.

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III. HOUSING NEEDS

A. EXISTING NEEDS

1. Overcrowding

As defined by State housing policy, overcrowding is a unit that contains 1.01 persons or more per room. Overcrowding places a strain on physical facilities, does not provide a satisfying environment, and eventually causes conditions that contribute both to deterioration of the housing stock and neighborhoods in general. Table 23 shows the number of persons per room in all units in the City of Upland by tenure.

According to the 1990 Census, 6.4% of the total households in Upland were overcrowded. Rental households experience more overcrowding than do owned households. Only 2.5% of owner occupied households were overcrowded while over 12.4% of rental households experienced overcrowding. In addition, severe overcrowding – more than 1.5 persons per room – was found in 6.2% of rental households but only 0.7% of owner households.

TABLE 23
PERSONS PER ROOM BY TENURE
1990

<i>Persons Per Room</i>	<i>Owner Occupied</i>	<i>% of Total</i>	<i>Renter Occupied</i>	<i>% of Total</i>	<i>Total</i>
0.50 or less	10,077	72.4%	4,647	50.8%	14,725
0.51 to 1.00	3,502	25.1%	3,365	36.8%	6,867
1.01 to 1.50	247	1.8%	565	6.2%	812
1.51 to 2.00	71	0.5%	353	3.8%	424
2.01 or more	27	0.2%	223	2.4%	250
Total	13,924	100%	9,153	100%	23,078

Source: US Bureau of Census, 1990

Table 24 shows estimates for overcrowding in 1999 by income category. According to SCAG, lower income households do not experience the most overcrowding, rather, it is households that earn 80% to 95% of the median income that experience the most overcrowding. At this level, 47.5% of renter and 45.5% of owner households are overcrowded. In comparison, only 10.6% of lower-income households experience are overcrowded. Nevertheless, when examined according to tenure, lower-income rental households experience much more overcrowding (14.5%) than do lower-income owner households (2.7%).

TABLE 24
OVERCROWDING
1999

<i>Income Category</i>	<i>Renters</i>	<i>Owners</i>	<i>All Households</i>
TOTAL – LESS THAN 30%	1,303	530	1,833
Number with Overcrowding	104(7.8%)	0(0%)	104(5.7%)
TOTAL – 30% TO 50%	1,263	611	1,874
Number with Overcrowding	249(19.7%)	8(1.3%)	257(13.7%)
TOTAL – 50% TO 80%	1,789	1,053	2,842
Number with Overcrowding	278(15.5%)	52(4.9%)	330(11.6%)
TOTAL – 80% TO 95%	978	707	1,685
Number with Overcrowding	465(47.5%)	322(45.5%)	787(46.7%)
TOTAL – GREATER THAN 95%	3,759	11,664	15,423
Number with Overcrowding	255(6.8%)	131(1.1%)	386(2.5%)
TOTAL – ALL HOUSEHOLDS	9,092	14,566	23,657
Number with Overcrowding	1,351(14.9%)	514(3.5%)	1,865(7.9%)

Source: SCAG RHNA Report, December 1999

2. Households Overpaying for Housing

According to State housing policy, overpaying occurs when housing costs exceed 30% of gross household income. Table 25 presents housing costs as a percentage of income for the City of Upland.

According to the 1990 Census, 37.6% of all households pay 30% or more of gross income for housing.

When looking at overpayment by tenure, Table 25 shows that overpayment is more widespread in rental households (46%) than in owned households (32%). In particular, 92% of renters earning less than \$20,000 overpay while only 59% of comparative owners overpay.

TABLE 25
HOUSING COSTS AS PERCENTAGE OF GROSS INCOME
1990

	0-19%		20-29%		30% or more		Total ¹	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
OWNER HOUSEHOLDS								
Less than \$10,000	45	11%	38	9%	343	81%	426	100%
\$10,000-\$19,999	285	38%	118	16%	344	46%	747	100%
\$20,000-\$34,999	489	34%	200	14%	739	52%	1,428	100%
\$35,000-\$49,999	816	37%	429	20%	950	43%	2,195	100%
\$50,000 or more	3,528	47%	2,435	33%	1,529	20%	7,492	100%
Total Owner ¹	5,163	42%	3,220	26%	3,905	32%	12,288	100%
RENTER HOUSEHOLDS								
Less than \$10,000	0	0%	104	8%	1,136	92%	1,240	100%
\$10,000-\$19,999	0	0%	150	8%	1,668	92%	1,818	100%
\$20,000-\$34,999	177	6%	1,530	55%	1,083	39%	2,790	100%
\$35,000-\$49,999	627	43%	738	50%	99	7%	1,464	100%
\$50,000 or more	1,333	85%	162	10%	65	4%	1,560	100%
Total Renter ¹	2,137	24%	2,684	30%	4,051	46%	8,872	100%

¹ Represents occupied housing units only.

Source: US Bureau of Census, 1990.

Table 26 displays estimates for overpayment in 1999 by lower income households. According to SCAG, 72% of all lower income households are overpaying for housing. A greater percentage (80%) of lower-income rental households overpays than owner households (55%). Over 90% of renter households that earn 30% to 50% of the median income overpay. Also, as seen in overcrowding, households that earn 80% to 95% of the median income have similar rates of overpayment. At this income level, 47.5% of renter and 45.5% of owner households overpay for housing.

TABLE 26
OVERPAYMENT
1999

Income Category	Renters	Owners	All Households
TOTAL - LESS THAN 30%	1,303	530	1,833
<i>Number with Overpayment</i>	1,027(78.8%)	301(56.8%)	1,328(72.4%)
TOTAL - 30% TO 50%	1,263	611	1,874
<i>Number with Overpayment</i>	1,154(91.4%)	396(54.8%)	1,550(82.7%)
TOTAL - 50% TO 80%	1,789	1,053	2,842
<i>Number with Overpayment</i>	1,322(73.9%)	515(48.9%)	1,837(64.6%)
TOTAL - 80% TO 95%	978	707	1,685
<i>Number with Overpayment</i>	465(47.5%)	322(45.5%)	787(46.7%)
TOTAL - GREATER THAN 95%	3,759	11,664	15,423
<i>Number with Overpayment</i>	203(5.4%)	2,991(25.6%)	3,194(20.7%)
TOTAL - ALL HOUSEHOLDS	9,092	14,566	23,658
<i>Number with Overpayment</i>	4,171(45.9%)	4,525(31.1%)	9,296(39.4%)

Source: SCAG RHNA Report, December 1999

3. Special Needs Groups

a. Elderly Persons

The percentage of elderly with mobility and/or self-care limitations for the City of Upland is shown in Table 27. According to the 1990 Census, 6% of elderly males and 8% of elderly females have either mobility and/or self-care limitation. The most common limitation for the entire elderly population is one of mobility. While elderly males are more likely to have a mobility limitation and a self-care limitation, their female counterparts are more likely to have only a mobility limitation.

TABLE 27
ELDERLY MOBILITY AND/OR SELF-CARE LIMITATIONS
1990

<i>Mobility and Self-Care Status</i>	<i>Male</i>	<i>% of Total in Cohort (65+)</i>	<i>Female</i>	<i>% of Total in Cohort (65+)</i>	<i>Total</i>
Mobility Limitation Only	111	1.9%	233	4.0%	344
Self-Care Limitation Only	103	1.8%	94	1.6%	197
Both-Mobility and Self-Care Limitation	135	2.3%	163	2.8%	298
TOTAL WITH LIMITATION	349	6.0%	490	8.4%	839

Source: U.S. Bureau of Census, 1990.

b. Large Families

Table 28 displays the number of large households by tenure for the City of Upland. Large households are defined as five or more persons and are included as a special needs group because they require larger dwellings with more bedrooms. According to the Census, large households represent 11% of all households in Upland. The data indicates that about 8% of renter households had 5 or more persons while about 12% of owner households had 5 or more occupants.

TABLE 28
LARGE HOUSEHOLDS BY TENURE
1990

<i>Number of Persons in Unit</i>	<i>Owner Occupied</i>	<i>Renter Occupied</i>	<i>Total</i>
Five	1,179 (8%)	503 (5%)	1,682 (7%)
Six	448 (3%)	193 (2%)	641 (3%)
Seven or More	199 (1%)	116 (1%)	315 (1%)
TOTAL HOUSEHOLDS	13,924	9,153	23,077

Source: U.S. Bureau of Census, 1990.

c. Female-headed Households

Female-headed households are included as a special needs group because of the low rate of homeownership, lower incomes, and high poverty rates experienced by this group. According to the

1990 Census, 1,784 female-headed households or 78% are below the poverty level. Table 29 illustrates the percentage of female-headed households for the City of Upland. The data shows that the majority of female-headed households have no children under the age of 18.

**TABLE 29
FEMALE HEADS OF HOUSEHOLDS
1990**

<i>Household Type</i>	<i>Total</i>	<i>Percentage of Total Households</i>
Female Headed Households (no children under 18)	1,369	6%
Female Headed Households with children under 18	931	4%
TOTAL FEMALE HEADED HOUSEHOLDS	2,300	10%

Source: U.S. Bureau of Census, 1990.

d. Disabled Persons

Table 30 displays the number and percentage of persons reporting a work disability in the City of Upland according to age group. According to the Census, 4,263 persons age 16 and up reported a work disability. This number represents 8.8% of the total population. The elderly (65+) have the largest percentage of persons with a work disability (28.7%), however, there is a larger number (2,591) of persons aged 16-64 with a work disability.

**TABLE 30
PERSONS REPORTING A WORK DISABILITY
1990**

<i>Age Group</i>	<i>Total Population</i>	<i>Persons with a Work Disability</i>	<i>Percentage of Population</i>
16-64	42,464	2,591	6.1%
65+	5,833	1,672	28.7%
TOTAL	48,297	4,263	8.8%

Source: 1990 Census

e. Homeless Population

Due to the nature of homelessness, an accurate count of the homeless population is difficult at best. In addition, homelessness is a transitory condition, i.e., a person may be homeless one week, but not the next. The very definition of homeless varies by person. There are those who are without housing of their own and live on streets, under bridges, in abandoned vehicles, etc. There are also those who are temporarily sleeping in homes or apartments of friends or relatives. For the purposes of this document, homeless persons are considered to be those who are without their own housing, regardless of where they sleep.

According to the 1997 Homeless Census Preliminary Draft Report for the County of San Bernardino, an estimated 56,000 individuals in San Bernardino County will experience homelessness in a 3-year time span. The typical homeless person is between 30 and 50 years of age and is either a single male or a single female with an average of 3 minor dependent children. The typical homeless person is a high

school graduate who has lived in California for several years, and has been homeless for less than one year.

There is a significant chance that this homeless person has a problem with drugs and/or alcohol and a 23% chance of being a veteran of the Armed Services. This typical homeless person may have a health problem contributing to being homeless and has a 22% chance of either themselves or their children being a victim of domestic violence. The service that is most desired by the current homeless population is assistance in obtaining employment.

There are currently two shelters that provide transitional housing in the City of Upland: The Foothill Family Shelter and Pacific Lifeline. Table 31 shows the characteristics for each of these facilities. Both facilities are full and in strong demand. The Foothill Family Shelter contains 8 apartment units and 32 beds that currently serve 8 families. The shelter reports that there are 10 applications for every available space and approximately 90% of these applicants are families. Pacific Lifeline contains 6 units and 24 beds that serve 6 families. These families are from areas throughout the county and tend to stay the maximum length possible.

The Outreach Success Program affiliated with the Upland Unified School District provides services to homeless families with children attending Upland schools. According to their records, they service approximately 80 homeless families or about 307 people. 150 of these are school-aged children and more than half of the families are headed by female single-parents. There are, therefore, at least 300 homeless persons in Upland, and potentially a great many more.

TABLE 31
HOMELESS SERVICE PROVIDERS
1999

<i>Facility</i>	<i># of Units/Beds</i>	<i>Max. Length of Stay</i>	<i>Avg. Length of Stay</i>	<i>Current Occupancy</i>	<i>Financial Support</i>
Foothill Family Shelter	8 apartment units 32 beds	90 days	90 days	8 families ¹	55% government 45% community
Pacific Lifeline	6 units 24 beds	1 year	9 months	6 families	100% community
Total	14 units 56 beds	NA	NA	14 families	NA

¹ A family consists of 1 or more persons with a dependent child.

Source: Foothill Family Shelter and Pacific Lifeline.

f. **Farmworkers**

Farmworkers are traditionally defined as persons whose primary incomes are earned through seasonal agricultural work. Farmworkers have special housing needs because they earn lower incomes than many other workers do and move throughout the season from one harvest to the next. Table 32 shows the number of households occupied by farmworkers in the City of Upland. According to the Census, 436 residents (1.3%) were employed in farming, forestry, or fishing occupations. In comparison, 11,097 residents (1.9%) of San Bernardino County were employed in these occupations.

**TABLE 32
SUMMARY OF EXISTING HOUSING NEEDS**

<i>Overpaying Households¹</i>		<i>Special Needs Group²</i>	
Renter		Elderly Households	5,849
Very Low Income	2,181	Disabled Persons	4,263
Low Income	1,322	Large Households	2,638
Moderate and Above	668	Female Headed Households	2,300
Total	4,171	Female Headed Households with Children	1,369
Owner		Farmworkers	436
Very Low Income	697		
Low Income	515		
Moderate and Above	3,313		
Total	4,525		
TOTAL OVERPAYING	9,296		
<i>Overcrowding¹</i>			
Renter			
Very Low Income	353		
Low Income	278		
Moderate and Above	720		
Total	1,351		
Owner			
Very Low Income	8		
Low Income	52		
Moderate and Above	453		
Total	514		
TOTAL OVERCROWDING	1,865		

Source: SCAG RHNA Existing Needs Problems detail, 1999; 1994-1998 City of Upland CHAS; 1995 City of Upland Consolidated Plan; and 1990 U.S. Census

¹ SCAG's methodology utilizes HUD income categories to identify existing housing needs. The table has been adjusted to incorporate State HCD's defined income categories.

² Based on 1990 Census data.

B. GROWTH NEEDS

1. Overview of the SCAG Regional Housing Needs Assessment

The Regional Housing Needs Assessment (RHNA) is a key tool for SCAG and local governments to plan for anticipated growth. The RHNA quantifies the anticipated need for housing within each jurisdiction between 1998 to 2005. Communities then determine how they will address this need through the process of completing the Housing Elements of their General Plans. The RHNA does not necessarily encourage or promote growth, but rather allows communities to anticipate growth, so that they can grow in ways that enhance quality of life, improve access to jobs, transportation, and housing, and not adversely impact the environment.

The current RHNA was completed by SCAG in 1999. It consists of two measurements of housing need: existing need and future need. The existing need assessment simply examines key variables from the 1990 Census to measure ways in which the housing market is not meeting the needs of current residents. These variables include the number of low-income households paying more than 30% of their income for housing, as well as severe overcrowding. In developing the 1999 estimates of these conditions, SCAG simply applied the overcrowding and overpayment rates reported in the 1990 Census to the current household count. These estimates are provided in Section III A above. No attempt was

made to measure actual 1999 conditions, therefore these estimates may overstate or understate the magnitude of the current problem. The 2000 Census will provide the best source of this information when it becomes available.

The future need for housing is determined primarily by the forecasted growth in households in a community. Each new household, created by a child moving out of a parent's home, by a family moving to a community for employment, and so forth, creates the need for a housing unit. The housing need for new households is then adjusted to maintain a desirable level of vacancy needed to promote housing choice and mobility. In the SCAG region, many communities currently have more than the ideal number of vacancies, and therefore the vacancy adjustment results in a net reduction in total housing need. Finally, a second adjustment is made to account for units expected to be lost due to demolition, natural disaster, or conversion to non-housing uses. The sum of these factors—household growth, vacancy need (which may be a negative number), and replacement need— determines the construction need for a community.

Finally, the RHNA considers how each jurisdiction might grow in ways that will decrease the concentration of low-income households in certain communities. The need for new housing is distributed among income groups so that each community moves closer to the regional average income distribution.

2. The 1998-2005 Upland Fair Share Estimate

The RHNA fair share housing needs analysis for the City of Upland is provided in Table 33.

Household growth during the 7-1/2 year planning period is expected to be 2,291 households. Since the city's vacancy rate is higher than the subregional average, the housing need was reduced by 80 units. A unit loss adjustment of 139 units was also assigned to account for units lost to demolition or conversion to non-residential use, resulting in a net housing need of 2,350 units. This total was then distributed by income category as follows: 435 units Very Low; 326 units Low; 419 units Moderate; and 1,172 units Above Moderate. The City's goals, programs and quantified objectives discussed in Section VI have been designed to achieve this level of growth need.

TABLE 33
UPLAND FAIR SHARE HOUSING NEEDS
1998-2005¹

<i>Household Growth</i>	<i>Vacancy Adjustment</i>	<i>Unit Loss Adjustment</i>	<i>Total Adjusted Need²</i>	<i>Very Low (23.0%)</i>	<i>Low (17.3%)</i>	<i>Moderate (19.4%)</i>	<i>Above Moderate (40.3%)</i>
2,291	-80	139	2,350	435	326	419	1,172

¹ The 7 1/2 year planning period is January 1, 1998 to June 30, 2005

Source: Regional Housing Needs Assessment, SCAG 1999

² Totals do not agree due to rounding error

IV. HOUSING CONSTRAINTS AND RESOURCES

This section of the Housing Element examines the constraints that could hinder the City's achievement of its objectives and the resources that are available to assist in the production, maintenance and improvement of housing.

A. CONSTRAINTS

Governmental constraints are policies, standards, requirements or actions imposed by the various levels of government upon land and housing ownership and development. Although federal and state agencies play a role in the imposition of governmental constraints, these agencies are beyond the influence of local government and are therefore not addressed in this document.

1. Governmental Constraints

a. General Plan

Every City must have a General Plan which establishes policy guidelines for all development within the City. The General Plan is the foundation of all land use controls in a jurisdiction. The Land Use Element identifies the location, distribution and density of land uses in the City. In implementing the General Plan, the City of Upland utilizes a number of planning tools including the Specific Plan, Zoning Regulations, and Subdivision Ordinance. General Plan densities are expressed as dwelling units per acre. The Upland General Plan provides for eight residential land use designations in the City, as shown in Table 34.

**TABLE 34
RESIDENTIAL LAND USE CATEGORIES
UPLAND GENERAL PLAN**

<i>Designation</i>	<i>Density Range ¹</i>	<i>Description</i>	<i>Acreage ²</i>	<i>Maximum DU'S ³</i>
SFR	0-2, 2-3, 3-4	Low-density single family residential uses	2,423.6	8,072
SFR	4-6	Low-density single family residential uses	1,103.4	6,620
SFR	7-10	Medium-density single family residential uses	76.9	769
SFR-Mobile Home	8-14	Mobile homes	112.7	1,578
MFR Condominium	7-12	Medium-density multi-family condominiums	147.9	1,775
MFR Condominium	12-20	Medium-density multi-family condominiums	34.2	684
MFR	7-12	Medium-density multi-family residential uses	12.6	151
MFR	12-20	Medium-density multi-family residential uses	328.5	6,570
TOTAL			4,239.8	26,219

Notes.

- 1 Density range expressed in dwelling units per gross acre.
- 2 Total acreage including both developed and vacant land.
- 3 Assumes build-out at the maximum allowable density.

Source: City of Upland General Plan.

According to Table 34, a total of 26,219 dwelling units can be accommodated within residentially designated areas of the city. The State of California Department of Finance (DOF) reported 25,204 dwelling units in the city as of January 1999, resulting in a theoretical capacity of 1,015 additional units.

The actual amount of housing within the City will be greater than this figure, however, due to two factors: first, some areas have existing development at greater densities than allowed under the current General Plan; and second, the estimated build-out totals in Table 34 do not include areas with non-residential base designations where residential uses may be allowed (e.g., the Central Trading Area, Industrial/Artist Loft, Institutional/Institutional (with Specific Plan Overlay), and Neighborhood Business Specialty designations. Residential development may be accommodated in these land use designations based on land use compatibility, traffic and service provision capacity, and other factors. Additional residential potential exists within the Town Center Redevelopment Area and Upland Community Redevelopment Project Area. When this additional potential is considered, it is estimated that the current General Plan land use designations would allow a total of approximately 32,000 residential units.

Density is a critical factor in the development of affordable housing. In theory, maintaining low densities typically increases the cost of construction per unit while higher density lowers the per unit land cost and facilitates efficient construction. In addition to potential for density bonus provisions, more intense residential development is achieved through a number of mechanisms, including clustering of residential development and zero lot line/small lot development, subject to the development standards of the Development Code. Clustering of housing can produce higher densities on a portion of a project while retaining the overall density of the entire property. This method is effective when portions of the property not utilized for residential development can be developed with compatible uses, such as open space/recreation, parks, schools, public facilities and support commercial. The City's RPUD and PRD zoning, as well as the use of the specific plan to implement large tract developments within the Residential/Commercial General Plan designation, accommodates the clustering concept and a diversity of housing types, allowing for higher density uses within areas where the overall gross density typically would not accommodate housing products which may be affordable to low- and moderate-income households.

Affordability is affected by the permitted density of development. The State Housing and Community Development Department has established the following affordability guidelines based on density:

- Very Low income - minimum 25 units per acre
- Low income - minimum 18 units per acre
- Moderate income - minimum 8 units per acre

The availability of developable acreage in higher density ranges allows for development of certain types of housing that might be affordable to very-low and low-income households. For example, stacked flat apartments which may be affordable to lower- and moderate-income households typically require densities of above 16 dwelling units per acre, depending on land costs, to be feasible. The Multi-Family Condominium (12-20 dwelling units/acre) and Multi-Family Residential (12-20 dwelling units/acre) designations provide for such densities. Application of the City's Density Bonus provisions would achieve densities that could accommodate very-low-income affordability limitations.

The General Plan land use designations, augmented with the provisions for higher-density residential uses associated with the Town Center and mixed-use areas, allow for a wide range of development at densities supporting the construction of units affordable to lower-income households, and are therefore not considered a constraint to housing. However, as the City approaches build-out, the distribution and

amount of land in the higher-density designations may not be sufficient to accommodate need. This indicates the necessity to seek out housing opportunities in areas currently designated for non-residential or mixed-use development. In addition, it may be appropriate to encourage redevelopment in areas where the density of existing development is significantly lower than allowed by the General Plan and zoning. Incentives and techniques such as lot consolidation, "fastrack" processing or development standard waivers should be considered to encourage development in these situations.

b. Zoning Code

Zoning regulations serve as a key General Plan implementation tool. The City's Planning and Zoning Code (Upland Municipal Code Article IX) contains two types of regulations: allowable uses and property development standards. The Code also describes procedures the City will follow in processing development plans and permit applications.

Land use regulations provide more detail than found in the General Plan. For example, the General Plan may designate areas for commercial development, while the Development Code identifies specific uses such as restaurant, office or regional shopping center.

Property development standards include height, density, lot area, yard setbacks, and minimum parking spaces.

The City of Upland's Development Code contains 12 residential classifications that accommodate a range of densities from two units to 45 units per acre, as shown in Table 35. The Development Code also allows for residential development in two agricultural zones at one unit per acre. Additionally, the Development Code recognizes six residential zones within the San Antonio Lakes Specific Plan area, including five single-family residential designations ranging from minimum 4,500-square-foot lots to 10,000-square-foot lots, and one multi-family designation.

The Development Code also establishes overlay district regulations for Residential Planned Unit Developments (RPUD) and Planned Residential Developments (PRD) which are intended to be used to:

- Foster and encourage innovative design, variety and flexibility in housing types which would not otherwise be allowed in other zoning districts;
- Ensure the provision of open space and/or other public or quasi-public facilities as part of a development;
- Provide a greater diversity in housing choices.

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**TABLE 35
SUMMARY OF RESIDENTIAL ZONING REGULATIONS**

Zone	Permitted Uses*	Minimum Lot Area	Permitted DUs	Width/Depth Interior + Thru	Width/Depth Corner/Reverse	Front	Interior Side	Rear Thru	Building Height
AG-40	Single-family dwellings	40,000	1 unit per acre	Width: 130 ft. Depth: 150 ft.		30 ft.	10 ft.	20 ft.	35 ft. (2 ½ stories)
AG-C-40	Single-family dwellings	40,000	1 unit per acre	Width: 130 ft. Depth: 150 ft.		30 ft.	10 ft.	20 ft.	35 ft. (2 ½ stories)
RS-20	--Single-family dwellings	20,000	2 units per acre	Width: 100 ft., 120 ft. ¹ Depth: 120 ft. ² , 150 ft. ³	Width: 110 ft. Depth: 120 ft. ² , 150 ft. ³	40 ft., 50 ft. ⁴	10 ft.	20 ft.	35 ft. (2 ½ stories)
RS-15	--Single-family dwellings	15,000	3 units per acre	Width: 85 ft., 110 ft. ¹ Depth: 110 ft. ² , 130 ft. ³	Width: 95 ft. Depth: 110 ft. ² , 130 ft. ³	30 ft., 50 ft. ⁴	10 ft.	20 ft.	35 ft. (2 ½ stories)
RS-10	--Single-family dwellings	10,000	4 units per acre	Width: 75 ft., 90 ft. ¹ Depth: 110 ft. ² , 120 ft. ³	Width: 80 ft. Depth: 110 ft. ² , 130 ft. ³	25 ft.	5 ft. ⁵	20 ft.	35 ft. (2 ½ stories)
RS-7.5	--Single-family dwellings	7,500	6 units per acre	Width: 60 ft., 80 ft. ¹ Depth: 100 ft. ² , 110 ft. ³	Width: 65 ft. Depth: 100 ft. ² , 110 ft. ³	25 ft.	5 ft. ⁵	20 ft.	35 ft. (2 ½ stories)
RS-6	--Single-family dwellings	6,000	6 units per acre	Width: 60 ft. Depth: n/r	Width: 65 ft. Depth: n/r	20 ft.	5 ft.	15 ft.	35 ft. (2 ½ stories)
RS-4.3	--Single-family dwellings	4,000 (4,356 sq. ft. avg.)	10 units per acre	Width: 40 ft., 65 ft. ¹ Depth: 90 ft., 100 ft. ¹	Width: 55 ft. Depth: 100 ft.	20 & 25 ft.	5 ft.	20 ft.	35 ft. (2 ½ stories)
RM-4.4 (MH)	--Mobile homes	10-acre park, MH pad 3,564 sq. ft.	8 units per acre	Width: 42 ft. Depth: 72 ft.		10 ft.	5 ft.	5 ft.	

IV. Housing Constraints and Resource

TABLE 35
SUMMARY OF RESIDENTIAL ZONING REGULATIONS

Zone	Permitted Uses*	Minimum Lot Area	Permitted DUs	Width/Depth Interior + Thru	Width/Depth Corner/Reverse	Front	Interior Side	Rear Thru	Building Height
RM-4.4	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	30,000	9.9 units per acre	Width: 150 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	30 ft. (2 stories), added height by Conditional Use Permit
RM-3.6 (C)	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	30,000	12 units per acre	Width: 150 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	
RM-3.6	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	30,000	12 units per acre	Width: 150 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	
RM-2.0	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	16,000	20 units per acre	Width: 100 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	
RM-1.5	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	16,000	30 units per acre	Width: 100 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	
TC	-Residential units shall not occupy ground floor of any structure (may only be a secondary use), requires Conditional Use Permit.	None	30 units per acre (45 units/acre for senior housing). Allows for 25% density bonus (max. 55 units/acre)	N/R		0-5 ft. maximum	0 ft.	10 ft.	45 ft.

TABLE 35
SUMMARY OF RESIDENTIAL ZONING REGULATIONS

Zone	Permitted Uses*	Minimum Lot Area	Permitted DUs	Width/Depth Interior + Thru	Width/Depth Corner/Reverse	Front	Interior Side	Rear Thru	Building Height
PRD	Single-family detached or attached (up to 4 units); mobile homes	1 acre	Based on underlying zone when in any RS zone, RM-4.4 or RM 3.6; In any RM zone w/ more than 12 du/ac, no more than 15 du/ac	Based on underlying zone, or may vary	Based on underlying zone, or may vary	Based on underlying zone, or may vary	Based on underlying zone, or may vary	Based on underlying zone, or may vary	35 ft.
RPUD	Any use permitted in the underlying zone (i.e. single-family and/or two-family units, multi-family units, mobile homes.	Based on underlying zone	Based on underlying zone	Based on underlying zone		Based on underlying zone	Based on underlying zone	Based on underlying zone	35 ft. (2 stories)
MU	Residential units combined with commercial, service, retail, public parking and/or office uses.	15,000 square feet for multi-family residential	Multi-family units: 15 units/ per acre. Mixed Use: 35 units/acre Senior Housing: 45 units/acre. Density Bonus: Up to 25% for a max. of 55 units/acre.	None		For multi-family uses: 25 ft. (30 ft. for 2 stories) For mixed use; 10 ft.	For multi-family uses: ½ bldg. height (5 ft. minimum) For mixed use: 0-10 ft.	For mixed use: 0-10 ft.	For mixed use: 45-60 ft.
IM	Combined living/working spaces occupied by artists, artisans, misc. professionals	None	4 units per acre	Width: None Depth: 100 ft.		30-100 ft.	10-100 ft.		55 ft. (4 stories)

IV. Housing Constraints and Resources

TABLE 35
SUMMARY OF RESIDENTIAL ZONING REGULATIONS

Zone	Permitted Uses*	Minimum Lot Area	Permitted DUs	Width/Depth Interior + Thru	Width/Depth Corner/Reverse	Front	Interior Side	Rear Thru	Building Height
Second Dwelling Unit in SF Residential Zone	A second, accessory residential unit is allowed in the following zones: "CP", "PUCC", and all "RM" zones except "RM-4.4 MH"			Based on zone where unit is located	Based on zone where unit is located	Based on zone where unit is located	Based on zone where unit is located	Based on zone where unit is located	

Source: City of Upland Planning & Zoning Code

The PRD Overlay may be applied to any parcel of 1 acre or more within any residentially zoned district, subject to approval of a conditional use permit (CUP). This overlay stipulates a specified maximum number of units per building and requires that each unit have access to private and/or common open space or recreational/leisure areas. Densities for PRD overlay areas are limited to that of the underlying single-family or multi-family zone. Exceptions to this include those multi-family residential zones permitting more than 12 dwelling units per acre, in which case the maximum density is 15 dwelling units per acre, and density bonus areas in single-family zones or in RM-4.4 or RM-3.6 zones.

The Residential Planned Unit Development (RPUD) Overlay is similar to a PRD in that it emphasizes a unified planning approach to large-scale residential developments. Developments in an RPUD zone, though also required to provide access to public/private open space areas, may include a small number of nonresidential uses such as schools, churches and recreational facilities intended for use by the occupants of the proposed project. The RPUD Overlay may be applied to any parcel or group of parcels with a minimum of 20 gross acres within any residentially zoned district, with CUP approval. This overlay specifies a maximum number of units per building, and limits densities to those of the underlying zone.

The Development Code permits multi-family and senior residential uses in the Town Center (TC) and Mixed Use (MU) districts with a CUP. Dwelling units may be constructed on upper floors within either zone, or behind office/commercial uses if the residential is part of a mixed-use development. This type of zoning is especially suited for residential mixed-use projects due to the concentration of historic buildings which had originally been built with commercial uses on the ground floor and residential above. Over the years the residential uses on the upper floors were transitioned to office, storage, and other non-residential uses. The City's interest in the revitalization of the Town Center area and emphasis on pedestrian orientation supports the objective for integrating residential uses into the fabric of the downtown. Additionally, the MU zone also allows stand-alone multi-family dwellings, including senior citizen complexes, with CUP approval.

The maximum density within the TC district is 12 dwelling units per acre for mixed-use development and 50 dwelling units per acre for senior housing; the permitted density within the MU district is 15 dwelling units per acre for multi-family housing, 35 dwelling units per acre for mixed-use development, and 45 dwelling units per acre for senior housing. The option of using a density bonus is available in both zones, thus increasing the maximum density up to 55 dwelling units per acre. Height limits are especially accommodating for the adaptive reuse of upper floors in existing structures, new construction above the first or second floor of existing structures, or as structures attached at ground level to the rear of an existing structure, with a four-story limitation in the TC district and a four- to five-story height limit in the MU district.

The Industrial/Loft Joint Live/Work Artists Units (IM) overlay district specifies development standards allowing for combined working and living spaces for artists, artisans, professionals and similarly situated individuals. Live/work units are permitted in light industrial (ML) zones, with the residential component serving as the secondary use to the primary work area. Maximum residential density for the IM district is four dwelling units per acre.

Nonprofit housing developments for seniors with low to moderate incomes are allowed in all multi-family residential zones, subject to CUP approval. The Development Code specifies project and site development criteria for this overlay district. Densities for multi-family senior projects may increase as much as 20% over that of the underlying zone, but not more than those densities specified in the General Plan. The TC and MU districts allow senior housing developments at 45 dwelling units per acre.

The City allows transitional shelters and emergency housing for less than six persons in any residential district without requiring a Conditional Use Permit, and facilities for more than six persons may be

approved with a Conditional Use Permit. An 8-unit, 56-bed emergency center with transitional support services is located in Upland. A shelter voucher program is administered by St. Marks Church, which provides for emergency stays of one to three days. Additional emergency shelter facilities are located at the Armstrong Apartments providing two, two-bedroom units. Transitional housing is defined as temporary housing that may be wholly or partially subsidized by operators of the facility or other resources.

Site development standards are comparable to other community requirements and ensure a quality living environment for all household groups in the City including special groups such as low- and moderate-income households and senior citizens.

c. **Parking Requirements**

Parking requirements in Upland are shown in Table 36. These characteristics do not constrain the development of housing directly. However, the requirement for 2 parking spaces for each studio and one-bedroom unit in multiple family projects may be more than needed, particularly in projects catering to lower-income households, which may be more transit dependent than other groups. It has been documented (The Case for Multi-family Housing, ULI 1991) that "residents of multi-family housing tend to own fewer cars and to use them less often." The Development Code has accounted for reduced parking requirements for seniors' developments in the Senior Citizens Housing Development overlay zones as well as in the Town Center and Mixed Use districts. Parking standards for residential uses within the mixed-use areas of the Town Center and Mixed Use districts allow for a reduction in parking spaces for studios and one-bedroom units. Within the Mixed Use zone, most residential parking is required in a secure parking structure or private garage. Shared parking provisions with adjacent commercial uses are not implemented, which may result in higher construction costs.

TABLE 36
RESIDENTIAL PARKING REQUIREMENTS

<i>Type of Residential Development</i>	<i>Required Parking Spaces</i>	<i>Comments</i>
Single Family Residential	2 spaces per Unit + ½ space per guest	
Multiple Dwellings Studio One Bedroom Two Bedroom Three + Bedroom	2 spaces per Unit + ½ space per guest	
Senior Citizen Housing (60 years +)	May be reduced not more than 25% from the required minimum number of spaces in underlying zone.	May be reduced to 1 space per 2 units in mixed use areas.
Accessory Rental Units	1 space per unit	In addition to spaces required for primary residence.
Mixed Use	• Bachelor/efficiency: 1 resident space + ¼ guest space • 1-Bedroom: 1 ¼ resident spaces + ½ guest space • 2-Bedroom or more: 2 resident spaces + ½ guest space	

Source: City of Upland Planning & Zoning Code

d. Other Regulatory Mechanisms

In response to State mandated requirements and local needs, the City has adopted ordinances/ regulatory mechanisms allowing for the development of accessory rental units and density bonus provisions. While the intent of these land use controls has been to provide affordable housing, the ordinances do not specifically regulate or address the issue of qualifications for affordability, nor the continuation of affordability resulting once created as such, with the exception of density bonuses. The monitoring of affordability resulting from such ordinance provisions has been programmed into the Upland Redevelopment Agency's administrative functions

e. Density Bonus

Beyond local requirements, state law allows for a developer to increase the density of a residential development by at least 25% if provisions are made to provide 20% of the units for lower- and moderate-income housing. As well, one additional incentive or financial equivalent (such as modified development standard or waiver/reduction of application or development fees) is granted to all residential development meeting the 20% density bonus requirement for lower- and moderate-income housing. The City of Upland complies with the density bonus provisions required by State law in Planned Residential Development zones when requested by the project applicant. The density bonus would also be applicable in conjunction with residential development in the Town Center and Mixed Use districts and Senior Citizens Housing Development Overlay projects.

f. Accessory Units and Manufactured Housing Requirements

In response to state-mandated requirements and local needs, the City of Upland allows for the development of an accessory or second dwelling unit. These units or "granny flats" are intended primarily for the elderly or for members of the family of the owner-occupant of the primary residential unit. Accessory rental units primarily serve to augment resources for senior housing, though they may serve the needs of other segments of the population. Accessory dwelling units are permitted by right within the RM-3.6, RM-3.6 (C), RM-2.0 and RM-1.5 zones only, and are permitted by right in SFR-10 and SFR-7.5 zones in the San Antonio Lakes Specific Plan area. Within all single-family residential zones, accessory dwelling units are permitted with CUP approval. Within in the San Antonio Lakes Specific Plan area, second dwelling units are allowed by right only in SFR-10 and SFR-7.5 zones, and are prohibited in all other zones. Conditions in the Development Code require:

- The maximum floor area of the unit does not exceed 700 square feet, exclusive of garage;
- The lot currently contains an existing single family dwelling;
- The unit may be rented but not sold separately from the primary unit on the lot;
- All required setbacks must be met - an attached or detached unit may not encroach into any required yard setback;
- The unit shall have its own entrance;
- The unit shall be located to the rear of the primary unit;
- The recorded property owner or family member of any lot developed with the second dwelling unit shall be required to maintain residency of either the primary or second dwelling unit located on such lot or parcel.

- The unit must be served by its own parking space.

Prefabricated dwelling units such as mobile homes, modular and manufactured units may be permitted, with a CUP, as secondary units only in the RS-7.5 and RS-6 zones. Mobile home units may be used as accessory rental units subject to the following provisions:

- The mobile home unit shall be certified under the National Mobile Home Construction and Safety Standards Act of 1974;

Accessory living quarters, defined as: living quarters having no kitchen facilities within an accessory structure for the sole use of persons employed on the premises or for temporary use by guests of the occupants of the premises, which is not rented or otherwise used as a separate dwelling, are permitted accessory uses in all single-family zones and in zones for multi-family use.

Accessory living units can be a valuable housing resource for the city. Although the City permits accessory living unit construction, it is not anticipated to be a major focus of activity. The City could offer a reduction of application fees as an incentive to promote the development of accessory units, or other incentives such as reduced development standards in order to make this option attractive to property owners.

g. Building Codes

The City of Upland has adopted the most recent edition of the Uniform Building, Plumbing, Mechanical and Electrical Codes, with amendments, which establish construction standards as applied to all residential buildings. The Building Code is used as a set of rules to guide new construction, adaptive reuse, and renovation. The City's building codes are based on regulations necessary to protect the public health, safety and welfare. These minimum standards cannot be revised to be less stringent without sacrificing basic safety considerations and amenities. The City's Building Code is updated, as necessary, to reflect pertinent changes in the UBC and State legislation. As well, the City reviews and updates the building codes used to reflect conditions which are unique to the City. The UBC contains minimum building requirements for such issues as insulation and installation of devices/fixtures that reduce energy consumption. While the City is required to enforce the UBC, compliance may sometimes increase the cost of housing production.

Building and zoning codes help to preserve the housing stock by requiring owners to maintain their properties in sound condition. Historically, this has been achieved by City staff in response to specific complaints. If a problem has been found on investigation, a demand for compliance is issued. During the previous housing element period, the City established a program to identify, inspect and improve blighted rental units. A Community Improvement Task Force was created as part of this program. The Task Force set up guidelines for inspection and two new part-time positions were created to implement the program and investigate complaints, resulting in over 2,300 code enforcement actions. The City is not using its building code enforcement powers in a manner that constrains housing development or improvement. Rather, the City's housing officials are using the authority as indicated in state law to defer the effective date of orders of abatement in cases of extreme hardship.

h. Americans with Disabilities Act

The City's building codes require that new residential construction comply with the Federal American with Disabilities Act (ADA). ADA provisions include requirements for a minimum percentage of units in new developments to be fully accessible to the physically disabled. Provisions of fully accessible units

may also increase the overall project development costs. However, unlike the UBC, enforcement of ADA requirements is not at the discretion of the City, but is mandated under federal law.

Compliance with building codes and the ADA may increase the cost of housing production and can also impact the viability of rehabilitation of older properties required to be brought up to current code standards. However, these regulations provide minimum standards that must be complied with in order to ensure the development of safe and accessible housing.

i. Development Fees

A formal fee study was completed in house by City staff in 1990/91. At that time, fees were set at approximately 50% of full cost recovery. At that time the City Council made a formal decision as a matter of City policy that the City would not charge developers the full cost of processing development projects. The Council felt that recouping the total development processing cost would be onerous and discourage development in the community. No fee increases have been adopted since 1990/91 although staff and overhead costs of processing development applications have increased during that time. Consequently, it is reasonable to conclude that planning fees do not present an impediment to housing development.

The Building Department in 1990/91 completed a formal fee study. Fees were set in accordance with the fee guidelines recommended in the 1991 Uniform Building Code. Approximately 60% of the cost of processing development projects is recovered under the current fee system. In 1999 staff recommended that the City's fee schedule be updated based on the 1997 Uniform Building Code guidelines. The City Council did not support the recommendation because it felt that fee increases would create a problem for the development community. The City Council has adopted a policy with respect to the Building Department not to recover the full cost of processing projects. As a result, no fee increases have been adopted since 1990/91 although the costs of processing building permits have increased. Based on these facts it is clear that building fees do not unreasonably restrict housing development in the city.

j. Local Processing and Permit Procedures

Holding costs associated with delays in processing have been estimated to add between 1.1% to 1.8% to the cost of a dwelling unit for each month of delay. The City of Upland's development approval process is designed to accommodate, not hinder development. Upland has three review bodies for all residential projects: The Administrative Committee; the Design Review Board; and the Environmental Review Board.

Processing times vary with the complexity of the project. A project usually takes from 60 days to 90 days under a fast track schedule to receive approval from all three review bodies if no EIR, tentative tract map or CUP are required. Most residential zones in the City do not require discretionary review other than the three review body process. Accessory living rental units (granny flats), Residential Planned Unit Developments (RPUD), mixed use developments and Planned Residential Developments (PRD) require a Conditional Use Permit in all applicable residential zones, which typically adds about 30 days to the review process as a Planning Commission hearing is required. If a tentative tract map is required for a project, the review period is typically extended one month, again for a Planning Commission hearing. If an EIR is required, the schedule is extended by a minimum of 120 days (four months) due to CEQA noticing and review requirements. Table 37 provides a list of the average processing times for various procedures from formal application to final approval of a project.

TABLE 37
LOCAL DEVELOPMENT PROCESSING TIME LIMITS

Action	Approximate Length of Time from Submittal to Public Hearing
Conditional Use Permit	30-60 days
Site Plan Review	30-60 days
Tentative Tract Map/Parcel Map/Subdivision	30-60 days
Variance	30-60 days
Zoning Amendments or Zone Change	6-9 months
General Plan Amendment	6-9 months
Environmental Documentation	6-9 months

Expedited processing of particular projects with affordability conditions is a concession the City implements as an incentive to developers/property owners. Permit processing is expedited by running various applications concurrently when feasible. The City has a highly streamlined process for implementing its property rehabilitation programs funded with Redevelopment Set-Aside funds, CDBG funds, and Rental Rehabilitation funds. A Housing and Community Development Specialist oversees all such activities with much of the day to day loan processing, borrower and contractor negotiation, and contract management delegated to an outside consultant. The City's processing and permit procedures do not appear to constrain the development of housing.

2. Non-Governmental Constraints

a. Environmental Constraints

Environmental hazards affecting housing units include geologic and seismic conditions which provide the greatest threat to the built environment. The City has identified areas where land development should be carefully controlled. The following hazards may impact future development of residential units in the City.

- **Seismic Hazards:** Like the entire Southern California region, the City of Upland is located within an area of high seismic activity. Although no active fault traces cross the City, Upland's close proximity to five major fault zones subjects the area to surface rupture, ground shaking, and ground failure. The greatest potential dangers are the collapse of older residential units constructed from unreinforced masonry and explosions of petroleum and fuel lines. Some of Upland's historic and culturally significant buildings are among the most hazardous in case of earthquakes. The conflict exists between landmark preservation and the elimination of public danger from seismic damage.
- **Flooding:** There are no designated flood hazard areas within the City.
- **Dust and High Wind Hazards:** This condition results in property damage from high winds, wind tunneling and channeling effects of buildings, soil erosion, and unpleasant living conditions.
- **Toxic and Hazardous Wastes:** In Upland, air pollution is the main area of concern relative to toxic substances. Major point sources of air pollution come from the variety of industrial uses throughout the region. The primary source, however, is automobile traffic.
- **Fire Hazards:** The most serious fire threat within the City is man. Brush fires have been significantly reduced as a major hazard due to the increased development of open land. The

critical problem areas in residential buildings include structural fires due to aged or faulty electrical wiring, lack of separations in highly combustible structures, toxic materials contained within buildings, building design, and poor maintenance.

- **Noise:** Residential land uses are considered the most sensitive to loud noise. The principal noise sources in Upland are the major transportation systems: railroad lines (Southern Pacific, Union Pacific, and Santa Fe), and the freeway (Interstate 10). Of these two principal noise sources, railroad noise poses the greatest potential for creating a significant adverse impact. As urbanization within Upland and the surrounding region continues, the intensity and duration of noise generated by transportation facilities serving the area is anticipated to increase.

b. Infrastructure Constraints

While Upland is mostly developed with its primary infrastructure systems in place, upgrading of these systems is sometimes necessary to accommodate new development or as a redevelopment improvement. The cost of these new or upgraded facilities is borne by developers, and is typically added to the cost of the new housing units, and is eventually passed on to the homebuyer, property owner, or tenant. If these improvements are maintained through Homeowner Associations, the cost of such maintenance is typically assessed to the homeowners on a monthly basis. For the most part, the improvements are dedicated to the City, which is then responsible for the maintenance.

The passage of Proposition 13 in 1978 had the effect of substantially reducing the amount of public funds available for infrastructure. As part of the development approval process, the City can require the provision of on-site and off-site improvements necessitated by the development, such as improvements to curbs and gutters, alleys, streets, sidewalks and street lights, and utility undergrounding. The cost of such improvements may increase the cost of development, which would ultimately be passed through to future tenants or owners. While these costs may not render a project infeasible, they contribute to the range of factors which affect the affordability of a project. Expenditure of CDBG funds on community improvements such as upgrading or expanding of streets, drainage system, water system or sewer system may be used as an incentive to infill or mixed-use development. However, these CDBG-funded improvements may only be used in income-eligible and/or blight areas.

The deficiencies that presently exist as well as those projected in the future are primarily a result of recent growth and development pressures within the City, although increased consumption by existing customers is also a factor. Areas of infrastructure limitations may be corrected by the installation of new systems or upgrading existing services. There are no permanent infrastructure constraints at this time. A brief summary of the principal infrastructure systems serving the City follows:

- **Water:** The present source of water for Upland is a municipally-owned system operated by the Public Works Department. The Inland Empire Utilities Agency (formerly the CBMWD) supplements the City's water needs with local groundwater. The Inland Empire Utilities Agency also serves as the region's watermaster, providing wastewater treatment services and monitoring the pumping of groundwater.

The City's Water Master Plan was adopted in 1992 and identifies water system improvements needed for both existing and future residents in the City. Anticipated water system improvements consist of a combination of main line repairs and updating of facilities, particularly in the Southeast portion of the City where infrastructure is older and in many cases undersized. Recent improvements to the water system include: the construction of a new well in the Southeast Quadrant to replace an old well and increase supply; the construction of booster

stations to increase water system delivery; and additional water storage capacity. Additional reservoir capacity is proposed but not yet constructed.

Improvements are typically funded by grants, developers, and revenues from fees (which include, either individually or in combination; connection fees, additive fees, and frontage fees). For larger residential developments, the developers are required to build the necessary backbone infrastructure and guarantee that water can be supplied. Infill projects are considered on a case by case basis whereby the existing infrastructure is evaluated to meet fire flow requirements. If fire flow requirements cannot be met, the project proponent would be required to upgrade facilities.

- **Wastewater:** Wastewater in Upland is collected primarily by lines owned and operated by the Public Works Department. It is then treated by the Inland Empire Utilities Agency. At present, these facilities are adequate for the needs of the region, having recently increased capacity to a total of 52 MGD.

The improvements called for in the City's Master Plan have been completed. A Master Plan was recently commissioned in the Southwest Quadrant of the City, within the Sphere of Influence area, to accommodate the needs generated by the residents and businesses of this area. Capacity is not an issue - the primary problems are root intrusion and maintenance. New development projects, including the Colonies Specific Plan area, are required to upgrade the appropriate sections of the system which are impacted by the additional growth. Whenever the General Plan is changed, the system's capacity is analyzed. The project proponent requesting the General Plan amendment would be required to upgrade the system as needed if the proposed development would exceed the system's capacity.

- **Flood Control:** Flood control facilities are maintained by the Public Works Department. The Public Works Department prepares long-term capital improvement programs (CIP) to identify required improvements, estimate improvement costs for each component, and identify potential funding sources. CIP improvements are typically funded with the City's Storm Drain Development Fund, and supplemented by CDBG funds if the improvements are located within an eligible area. Budget requests through the year 2000 have been accommodated by the available Storm Drain Development funds.

Storm drain deficiencies are considered the most significant infrastructure issue in the City, particularly in the Southeast Quadrant where development tends to be older, and hence, the storm drainage system is in greater need of maintenance or replacement. Since the City is nearly built out, provision of storm drain facilities to new, undeveloped areas is not as prevalent an issue as the condition and capacity of existing facilities.

The San Bernardino County Flood Control District (SBCFCD) operates a network of interceptor storm drains, including the South Upland Stormwater Interceptor, which recently was completed through Upland. This project was funded jointly by the City (18%) and the SBCFCD to relieve major peak storm flows from the southern part of Upland. The construction of this storm drain provides the underground conduit for future north-south storm drain laterals to handle both existing flow and any future increase in flow due to infill and redevelopment.

The foregoing analysis indicates that the City is not located in an area in which residential development is seriously constrained by environmental conditions or safety hazards. Any restrictions posed on development in response to environmental conditions is done so for the protection of the health, safety and welfare of the city's residents.

c. Land Prices

The cost of land directly influences the cost of housing. In turn, land prices are determined by a number of factors, most important of which are location, land availability and permitted development density. As land becomes more scarce, the price increases. In terms of development density (see discussion of the City of Upland's zoning regulations), land prices are positively related to the number of units permitted on each lot.

In recent years, vacant residential land sales have steadily increased due to the highly active housing market in the Southern California region. Even in this market environment, there are significant differences in land prices in the region. In general, land prices in San Bernardino County and Riverside County (Inland Empire) are lower than the adjacent counties of Los Angeles and Orange; in fact, the availability of inexpensive residential land was a major impetus for the development of the Inland Empire.

Within San Bernardino County, there are also significant differences in land prices. New communities, including Chino and Chino Hills fetch higher residential land prices than communities including Upland, Ontario and Montclair. Recent residential land prices in the City of Upland range from \$20,000 per acre for non-entitled raw land, to \$35,000 per acre of entitled land. Relative to surrounding jurisdictions, as well as the region, land prices in Upland do not significantly constrain the production of housing, although they remain a significant cost component, often comprising up to 50% of the total cost of a home in the current market. This indicates a need for the City to consider land write down assistance to builders proposing housing with affordability controls.

d. Construction Costs

The cost of construction depends primarily on the cost of materials and labor, but it is also influenced by market demand and market-based changes in the cost of materials. The cost of construction depends on the type of unit being built and on the quality of the product being produced. Labor saving materials and construction techniques are available but they tend to reduce the quality of the finished product.

The type of product largely determines the cost of construction. Upland has an existing inventory of homes constructed prior to 1970 which, in some cases, reflect a lesser degree of amenities, (such as the provision of carports instead of a two-car garage), than the more recent tract development which has occurred throughout the City. Older homes generally reflect a lower resale market price than newer products with supplemental amenities and a higher quality of materials. Citywide, homes built after 1970 comprise over 61% of the overall housing stock, and provide a significant market rate resource for low- and particularly moderate-income households.

The cost of labor is based on a number of factors, including housing demand, the number of contractors in an area and the unionization of workers, but it is generally two to three times the cost of materials. Thus the cost of labor represents an estimated 17% to 20% of the cost of building a unit, which is a substantial portion of the overall cost of construction. Most residential construction in San Bernardino County is performed with non-union contractors, and as a result, labor costs are responsive to changes in the residential market.

According to 1996 Marshall and Swift construction tables, the average cost of labor and materials for a single family home ranges from \$37.72 per square foot for a unit utilizing the least expensive materials to \$85.77 per square foot for a home utilizing high quality materials, with an average of about \$62.15 per square foot. (These estimates do not include the costs for fireplaces, balconies, porches and built-in appliances nor land costs.) Costs for multi-family units range from \$32.54 per square foot for minimum

required quality of materials to \$77.31 for above average materials, with an average cost of \$55 per square foot.

A reduction in construction costs can be brought about in several ways. A reduction in amenities and quality of building materials in new homes (still above the minimum acceptability for health, safety and adequate performance) may result in lower sales prices. State Housing Law provides that local building departments can authorize the use of materials and construction methods if the proposed design is found to be satisfactory and the materials or methods are at least equivalent to that prescribed by the applicable building codes. In addition, pre-fabricated, factory built housing may provide lower priced products by reducing labor and materials costs. As the number of units built at once increases, savings in construction costs over the entire development are generally realized as a result of economies of scale, particularly when combined with density bonus provisions. In addition, the City may implement a variety of programs to write down land costs or provide other developer incentives such as waivers in development standards or processing fees in order to increase affordability, subject to provision of a percentage of units with affordability restrictions.

e. Financing

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, offer interest rate write-downs to extend home purchase opportunities to lower-income households. In addition, government-insured loan programs may be available to reduce mortgage down payment requirements.

First-time home buyers are the group impacted the most by financing requirements. Mortgage interest rates for new home purchases ranged from 7% to 9% for a fixed-rate 30-year loan in 1999. Lower initial rates are available with Graduated Payment Mortgages (GPMs), Adjustable Rate Mortgages (ARMs), and Buy-Down Mortgages. Although rates are currently fairly low, they can change significantly and substantially impact the affordability of the housing stock.

Interest rates at the present time are not a constraint to affordable housing. Financing for both construction and long-term mortgages is generally available in Upland subject to normal underwriting standards. However, a more critical impediment to homeownership involves both the affordability of the housing stock and the ability of potential buyers to fulfill down payment requirements. Typically, conventional home loans will require 5% to 20% of the sale price as a down payment, which is the largest constraint to first-time homebuyers. This indicates a need for flexible loan programs and a method to bridge the gap between a potential homeowner's available funds. As well, the availability of financing for developers under current economic conditions may pose a constraint on development outside of the City's control.

B. RESOURCES

1. Land Resources

a. Vacant Land

The City's vacant land supply is currently limited to a few parcels within the City limits, which poses a constraint to new development opportunities. There are approximately four acres in the higher density multi-family zones and six acres in the lower density detached single-family zones, as well as parcels totaling less than one acre in other residential zones, yielding a residential potential of about 103 dwelling units assuming development at the midpoint of the allowable density range. The lots are scattered throughout the City, with very little potential for consolidation. This acreage does not take into

account vacant land designated TC (Town Center) or MU (Mixed Use) which can accommodate higher-density residential development in mixed-use projects with residential components.

The vast majority of developable residential land is located within the specific plan area known as The Colonies at San Antonio in the northeastern part of the city. This project is designated for an additional 1,479 units. The total residential development capacity of the city's vacant land inventory is estimated to be about 1,582 units based on current land use designations.

Table 38 summarizes this vacant land inventory along with an estimate of the number of potential units by income category. This analysis assumes that parcels with conventional zoning will be developed at the midpoint of the allowable density range on average. For the specific plan properties, it is assumed that the income mix of units will approximate the mix of new units described in Table 20 (i.e., 17% moderate and 83% above moderate).

**TABLE 38
VACANT LAND SUMMARY BY LAND USE CATEGORY**

Land Use Category	No. of Parcels	Acreage	Potential Units ¹				Total
			Very Low	Low	Moderate	Above Moderate	
Residential							
4 - 6 du/ac	27	6.03			5	25	30
7 - 12 du/ac Condominium	2	0.05					0
12 - 20 du/ac	6	4.11		22	44		66
12 - 20 du/ac Condominium	1	0.42		2	5	6	7
Residential/Commercial(SP)	26	307.30			251	1,228	1,479
Commercial							
Central Trading	3	1.39					0
Commercial Professional	4	7.32					0
Commercial/Industrial(SP)	22	74.85					0
Highway Commercial	12	16.52					0
Neighborhood Shopping	2	8.75					0
Office Only	15	8.05					0
Industrial							
IN (Industrial)	4	8.82					0
Industrial/Loft Mixed	2	2.82					0
Institutional/Institutional(SP)	4	5.79					0
Light Industrial	19	31.45					0
Neighborhood Conservation	3	0.51					0
Open Space							
Open Space	85	1011.72					0
Park	2	6.64					0
Reservoir	2	1.99					0
Flood control	1	11.49					0
Upland landfill	1	20.69					0
TOTALS		1536.73		24	305	1,253	1,582

¹ Assumes development at the midpoint of the allowable density range (conventional zoning) or the maximum entitlement (specific plan zoning).

b. Annexation

There are two major unincorporated areas within the City's Sphere of Influence (see Exhibit 1). The northern area, known as San Antonio Heights, is nearly built out with single-family residential units and has limited potential for additional housing development.

The western sphere of influence area is about 320 acres in size and is partially developed with a mix of residential, commercial and industrial uses. This area has a variety of constraints to housing development including infrastructure gaps and land use compatibility issues with a private airport.

It should be noted that while the sphere of influence areas may provide additional housing opportunities, these areas would not contribute to meeting the City's identified RHNA need (see Section III.B) since a portion of San Bernardino County's housing need is assigned to these unincorporated areas.

Exhibit 1 Sphere of Influence Areas

2. Preservation of Assisted Units at Risk of Conversion

State Housing Element Law requires the analysis of government-assisted housing units that are eligible to convert from low-income housing to market-rate housing during the next 10 years due to expiring subsidies, mortgage prepayments, or expiration of affordability restrictions, and development of programs aimed at their preservation. The following must be included in each housing element as part of its preservation analysis:

- An inventory of assisted housing units at-risk of converting to market rate within ten years.
- An analysis of the costs of preserving and/or replacing these units.
- Resources that could be used to preserve the at-risk units.
- Program efforts for preservation of at-risk units.
- Quantified objectives for the number of at-risk units to be preserved during the housing element planning period.

Use restrictions, as defined by State law, means any federal, state or local statute, regulation, ordinance or contract which as a condition of receipt of any housing assistance, including a rental subsidy, mortgage subsidy, or mortgage insurance, to an assisted housing development, establishes maximum limitations on tenant income as a condition of eligibility for occupancy.

The following section analyzes the potential conversion of assisted housing units to market-rate housing.

a. *Inventory of Assisted Affordable Units*

An inventory of assisted, multi-family rental units in the City of Upland was compiled based on a review of the Inventory of Federally Subsidized Low-Income Rental Units at-risk of Conversion (California Housing Partnership Corporation), 1996 Annual Summary: The Use of Housing Bond Proceeds (California Debt Advisory Commission), and information provided by the City of Upland Consolidated Plan and Redevelopment Agency staff. Table 39 summarizes the results of the inventory. All multi-family rental units assisted under federal, state and/or local programs, including HUD programs, state and local bond programs, redevelopment programs and local in lieu fees, density bonus or direct assistance programs are included.

**TABLE 39
INVENTORY OF ASSISTED UNITS**

<i>Project</i>	<i>Type of Unit</i>	<i>Form of Assistance</i>	<i>Total Units</i>	<i>Assisted Units</i>	<i>Date of Subsidy Termination</i>
Sunset Ridge ¹	Family	Section 8/Multi-family housing revenue bonds	108	16	2029 ³
Valley Apartments ²	Family/Large Family	Section 8/Multi-family housing revenue bonds	72	20	2029 ³
Los Olivos	Family/Large Family/Senior	Upland Housing Authority Public Housing	97	97	Perpetual
Mountain Springs	Family	Multi-family housing revenue bonds	340	68	2028
Northwoods Apartments	Family	Multi-family housing revenue bonds	324	64	2024
Pebble Grove	Family	Multi-family housing revenue bonds	149	33	2029
Sycamore Terrace	Senior	Section 202	100	100	2000
Upland Village Green	Family	Multi-family housing revenue bonds	186	47	2006
Arrow Point	Family	Variance & density bonus	136	28	2014
Highland Hills	Family	Variance	64	13	2015
Coy D. Estes	Senior	Redevelopment funds	130	111	2026 ³
TOTAL			1,706	597	

¹ formerly the Americana Apartments.

² Formerly the Armstrong Apartments

³ Estimated 30 years from date of bond issue.

As shown, there are a total of 597 assisted, multi-family rental units in the City, of which 100 are units that are "at-risk" of conversion to market rate over the next 10 years. These rental units received assistance under a combination of Housing Authority Revenue Bonds, the County of San Bernardino Multi-family Mortgage Revenue Bond program, the HUD Section 202 Senior Housing program, the HUD Section 8 program and Upland Redevelopment Agency Funds. The time frame for the analysis of assisted units is 2000-2010.

HCD recommends that the inventory be divided into two five-year planning periods, coinciding with the current and subsequent Housing Element planning period. As shown in Table 40, one project, Sycamore Terrace, is at risk of losing its use restrictions within the first five-year period (July 1, 2000 - July 1, 2005) for a total of 100 units. These 100 units will be included in the Quantified Objectives table in Section VI. There are no units at risk of converting in the second planning period (July 1, 2005 to July 1, 2010). None of the remaining projects will be eligible to convert to market rate until 2014.

**TABLE 40
SUMMARY OF AT-RISK UNITS**

<i>Project</i>	<i>No. of Bedrooms</i>		<i>Program</i>	<i>Potential Conversion Date</i>	<i>Total Units</i>	<i>At-Risk Units</i>		
	<i>1</i>	<i>2</i>				<i>VL</i>	<i>L</i>	<i>Total</i>
Sycamore Terrace	100		Section 202/ Project based Section 8	2000	100	100		100
TOTAL AT-RISK						100		100

Sycamore Terrace is a 100-unit senior housing complex built in 1979. This project was financed through a HUD Section 202 loan. The project is owned and operated by Southern California Presbyterian Homes (a non-profit organization) and must be maintained as affordable housing for senior citizens for the full 40-year term of the loan. The mortgage is not due during this analysis period. However, the project-based Section 8 rent subsidy contract for this project will expire during the period of this Housing Element analysis, and will need to be renewed. Under the Section 8 rental subsidy, HUD pays the difference between a tenant's rent contribution (30% of monthly income) and the Fair Market Rent (FMR) set by HUD for the area. Only very-low-income households are eligible to occupy Section 8 units. All of the units in the complex have affordability restrictions and all are one-bedroom units.

b. Cost of Preservation Versus Replacement

Cost of Preservation

The cost of preserving Sycamore Terrace units is estimated to be less than replacing the units through new construction. Replacing the units with rehabilitated units may be cost-effective in some instances. Cost estimates provided in this analysis are intended to indicate an order of magnitude. Actual costs involved in each option will depend on the rental and real estate market at the time the affordability controls on these projects expire.

Preservation of the units as affordable may require financial incentives to the project owners to extend low-income use restrictions. Other scenarios for preservation would involve purchase of the affordable units by a non-profit or public agency, or local subsidies to offset the difference between affordable and market rents.

Two options exist for preservation of Sycamore Terrace units at-risk of losing their Section 8 rental subsidies: HUD may offer an extension of the Section 8 contract, or the City may offer rental subsidies.

Contract Extension

During 1999, any projects with expiring Section 8 project-based rental subsidy contracts had the option of receiving a one-year extension from HUD. Southern California Presbyterian Homes does not intend to convert the units to market rent and has initiated the process of renewing the Section 8 contract for the December 1999 to December 2000 period. They have notified all tenants of their intent to continue the assistance contract. In the future, they intend to continue to renew their contract with HUD for as many years as possible, until HUD funding resources are depleted. It is unknown, however, whether HUD will be able to continue to offer extensions and other incentives to owners with expiring Section 8 contracts. At that point, the owners of Sycamore Terrace intend to seek other financial resources in order to continue to offer the units at a rent affordable to very-low-income seniors. If HUD does not continue to offer contract extensions, or if the owner files a notice to opt-out, the City will need to pursue other options to preserve the affordability of the 100 units at Sycamore Terrace. The City will confirm each December on a yearly basis whether the owner has filed for an extension with HUD for the next calendar year.

Local Rental Subsidy

One available option for preservation of at-risk units at Sycamore Terrace would be a local rental subsidy to residents. This option could be used to retain the affordable status of the units, by providing assistance to the residents when their affordable units convert to market rate. Rent subsidies using state, local (Redevelopment Agency or City, such as the Tenant Based Assistance Program), the use of

HOME funds, or other funding sources can be used to maintain the affordability of these at-risk units. Rent subsidies can be structured to mirror the Section 8 program.

Under the project based Section 8 program, HUD pays owners the difference between what tenants can pay (defined as 30% of household income) and what HUD and the local Housing Authority estimate to be Fair Market Rent (FMR) on the unit. Section 8 certificates are only available to very-low-income households earning less than 50% of the County median income. The 1999 HUD median income for San Bernardino County is \$47,200. To simplify the analysis, all senior units in Sycamore Terrace are assumed to be one person households and occupy one bedroom units, although it is probable that some of the units are occupied by two person households. As Sycamore Terrace is comprised solely of one bedroom units, other sized units are not considered at risk during this period and therefore not addressed in this analysis. The analysis also assumes the average very-low-income household has an actual income of 50% of the County median income, adjusted for household size. Thus, the average income for a one person very-low-income household in Upland would be \$16,500. For comparison purposes, the average income for a two-person household would be \$18,900.

As noted in Table 41, the earliest date the 100 units at Sycamore Terrace can convert to market rate is December 2000. The cost of providing subsidies for the 100 at-risk units to maintain subsidized rents assumes that none of the at-risk units are preserved. The cost of providing subsidies to 100 very-low-income households is based on a comparison between fair market rents (FMR) and rents which are affordable for very-low-income households. Affordability is defined as rents that do not exceed 30% of a household's monthly income.

The current FMRs for the Riverside-San Bernardino Metropolitan Area (MSA), which encompasses the City of Upland, are shown in Table 41.

TABLE 41
FAIR MARKET RENTS FOR EXISTING HOUSING:
RIVERSIDE-SAN BERNARDINO MSA

<i>Efficiency*</i>	<i>1 Bedroom</i>	<i>2 Bedroom</i>	<i>3 Bedroom</i>	<i>4 Bedroom</i>
\$448	\$499	\$609	\$845	\$999

*Efficiency = Studio Apartment

FMRs include utility costs

Source: HUD FY 2000 Income Limits

At-risk units in the City during the 10-year period include only one-bedroom units, and are eligible only to very-low-income households. Therefore, an analysis of the affordability gap between fair market rents and income for households earning between 50% and 80% of the median County income is not warranted at this time. As the funding requirements for the Sycamore Terrace project makes it eligible only to very-low-income households, rental subsidies would not apply for low-income households at this time.

Based on 2000 HUD income data for San Bernardino County, affordable rents for very-low-income households would be approximately \$415 for a senior one-bedroom, \$473 for a one-bedroom, and \$533 for a two-bedroom. This assumes a one-person household for senior units, a two-person household for a one-bedroom, and a four-person household for a two-bedroom unit. All one hundred (100) of the very-low-income units at Sycamore Terrace senior apartments are one-bedroom and are currently subsidized through the project-based Section 8 program. The cost of providing a rental subsidy to the 100 very-

low-income households is shown in Table 42 to be \$8,400 per month, or \$100,800 per year. Actual subsidies required will vary from this estimate, as some households will earn below the assumed 50% of the County median income and therefore require higher subsidies, while other households may be comprised of two persons and therefore the assumed baseline affordable rent is higher, which translates to a lower subsidy. As well, it should be kept in mind that the actual rents currently charged at the Sycamore Terrace senior apartments are not based on a fixed rent, but are calculated based on a payment of 30% of a tenant's income.

TABLE 42
ESTIMATED MONTHLY SUBSIDY TO VERY LOW INCOME RESIDENTS

<i>Unit</i>	<i>FMR</i>	<i>Affordable Rent</i> ¹	<i>No. Units</i>	<i>Difference</i>	<i>Total</i>
Efficiency	\$448	N/A	0	N/A	N/A
1 Bedroom	\$499	\$415	100	\$84	\$8,400
2 Bedroom	\$605	\$533	0	N/A	N/A
TOTAL					\$8,400

¹ Affordable rent includes all utilities

Source: HUD, 2000. The Planning Center

It should be noted that local funding will likely not be required to preserve the affordability of the Sycamore Terrace apartments, as HUD funding for project based Section 8 assistance associated with Section 202 Housing for Seniors is still available.

Replacement Cost

Maintenance of the at-risk housing units as affordable will depend largely on market conditions and the attractiveness of financial incentives that the City can provide to investors. Should affordability controls on this project be lost, the City has the option to construct new units to replenish its housing stock. The cost to replace the 100 units at-risk of converting to market rate during the 2000 - 2005 housing element planning period would vary based on the timing of replacement and the economic conditions in the region. Recent construction cost information of an average of \$125 to \$130 per square foot for multi-family units (source: Building Industry Association) was used to gauge the cost of replacing the at-risk units. Using the minimum square footages established by the Zoning Code of 700 square feet for one-bedroom units, 800 square feet for two-bedroom units, and 560 square feet for senior one-bedroom units (the Code allows for a 20% reduction in square footage for senior apartments) Table 43 shows that the cost of replacing the at-risk units through new construction would be approximately \$7 million. The \$125 per square foot estimate is used for this analysis as it is assumed that with a majority of one-person households and a senior tenant population, there may be a potential cost savings associated with reduced parking requirements or other project features.

Again, it should be noted that HUD funding will likely be available to preserve these units. This fact coupled with the high cost for replacement, makes this an unviable option.

TABLE 43
REPLACEMENT COST BY TYPE OF UNIT

<i>Unit Size</i>	<i>Square Feet</i>	<i>Cost Per S.F.</i>	<i>Cost Per Unit</i>	<i>Number of Units</i>	<i>Total Cost</i>
Senior 1 Bedroom	560	125	70,000	100	\$7,000,000
1 Bedroom	700	130	91,000	N/A	—
2 Bedroom	800	130	104,000	N/A	—
TOTAL COST					\$7,000,000

Source: The Planning Center

Other Replacement Units

The Agency assisted in the development of the Coy D. Estes Senior Housing Project in the Town Center project area, which was completed in 1997. This project provided a total of 130 units, of which 111 are rented at prices affordable to very-low-income seniors, and 19 units are at market rate. These units have made a significant contribution to the City's affordable housing resources.

c. Resources for Preservation

The types of resources needed for preserving units at-risk fall into three categories: 1) financial resources available to purchase existing units or develop replacement units; 2) entities with the intent and ability to purchase and/or manage units at-risk; and 3) programs to provide replacement funding for potentially lost Section 8 rent subsidies.

d. Public Financing/Subsidies

A variety of federal, state and local programs are available for potential acquisition, subsidy, or replacement of units at-risk. Due to both the high costs of developing and preserving housing and limitations on both the amount and uses of funds, a variety of funding sources would be required. The following summarizes financial resources available to the City for preservation of assisted, multi-family rental housing units.

Federal Programs

- **CDBG** — The City is programmed to received approximately \$711,000 during the 1999-2000 year. Of this total, approximately \$14,500 is devoted to housing programs, specifically fair housing and landlord/tenant programs. This program is intended to enhance and preserve the City's affordable housing stock. CDBG funds are awarded to the City on a formula basis for housing activities. Eligible activities include: acquisition, rehabilitation, economic development, and public services. CDBG grants benefit primarily persons/households with incomes not exceeding 80% of the County median family income.
- **HOME Investment Partnership Funds** — The City is programmed to receive approximately \$499,800 in HOME funds for the 1999-2000 year. The majority of these funds will be used to fund first-time homebuyer and owner-occupied rehabilitation programs. HOME funding is a flexible grant program which is awarded to Upland on a formula basis for housing activities and takes into account local market conditions, inadequate housing, poverty and housing production costs. HOME funding is provided to jurisdictions to either assist rental housing or home ownership through acquisition, construction, reconstruction and/or rehabilitation of affordable

housing. Also possible is tenant-based rental assistance, property acquisition, site improvements, and other expenses related to the provision of affordable housing and projects that serve a group identified as having special needs related to housing.

- **Section 8 Rental Assistance Program** — This program provides rental assistance payments to owners of private market rate units on behalf of very-low-income tenants.
- **Section 811/202 Program** — Non-profit organizations and consumer cooperatives are eligible to receive no-interest capital advances from HUD for the construction of very-low-income rental housing for senior citizens and disabled persons. Project-based assistance is also provided in conjunction with this program. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities. Eligible activities include acquisition, rehabilitation, new construction, rental assistance.
- **HUD Low Income Housing Preservation and Resident Homeownership Act (LIHPRHA)** — LIHPRHA was enacted in response to concern over the prepayment of HUD-assisted housing projects. The legislation addresses the prepayment of units assisted under Section 221(d)(3) and Section 236 (Section 236 replaced the Section 221(d)(3) program in 1968). Generally, the law facilitates the preservation of these low-income units by providing incentives to property owners to either retain their units as low-income, or to sell the project to priority purchasers (tenants, non-profits, or governmental agencies.)

Pursuant to LIHPRHA, HUD must offer a package of incentives to property owners to extend the low-income use restrictions. These incentives would assure property owners an 8% return on the recalculated equity in their property, provided the rents necessary to yield this return fall within a specified federal cost limit. The cost limits are either 120% of the FMR, or the prevailing rent in the local market. If HUD can provide the owner with this return, the owner cannot prepay the mortgage. The owner must either stay in the program, or offer to sell the project (a "voluntary" sale) to a priority purchaser for a 12-month option period, or other purchasers for an additional three months. The owner is required to document this choice in a Plan of Action.

If HUD cannot provide the owner with the 8% return, i.e., the rents required would exceed federal cost limits, the owner may prepay only after offering the sale to priority purchasers for 12 months, or other qualified buyers for an additional 3 months (a "mandatory" sale), and filing a Plan of Action which demonstrates that conversion will not adversely impact affordable housing, or displace tenants. According to the California Housing Partnership Corporation, most projects in California will fall within federal cost limits, except those with exceptionally high rental value or condominium conversion potential.

Projects that are preserved under either of these methods are required to maintain affordability restrictions for the remaining useful life of the project, which is defined minimally as 50 years.

Despite these requirements, property owners may still be able to prepay. First, the owner may prepay the property if no bona fide offer to purchase the property is made. Second, HUD may not provide some of the discretionary monies to priority purchasers in preservation sales. Finally, the overall success of the preservation efforts is contingent on congressional appropriation of sufficient funding to HUD.

State Programs

- **California Housing Finance Agency (CHFA) Multiple Rental Housing Programs** — This state program provides below-market financing to builders and developers of multiple-family and elderly rental housing. Tax-exempt bonds provide below-market mortgage money. Eligible activities include new construction, rehabilitation, and acquisition of properties with 20-150 units.
- **Low Income Housing Tax Credit (LIHTC)** — This state program provides tax credits to individuals and corporations that invest in low-income rental housing. Tax credits are sold to corporations and people with high tax liability and proceeds are used to create housing. Eligible activities include new construction, rehabilitation, and acquisition
- **California Community Reinvestment Corporation (CCRC)** — This private, non-profit mortgage banking consortium provides long-term debt financing for affordable multi-family rental housing. Eligible activities include new construction, rehabilitation, and acquisition.

Local Programs

- **Redevelopment Agency Funding** — 20% of this local agency's funds are set aside for affordable housing activities governed by state law. Eligible activities include acquisition, rehabilitation, and new construction. The Upland Redevelopment Agency generates approximately \$700,000 annually in low- and moderate-income housing funds. These funds are used as a local match for HOME funded programs at a minimum 1:4 ratio.
- **General Fund** — The City of Upland allocates approximately \$274,000 in General Funds annually to provide code enforcement support services and housing assistance to its residents.

Non-Profit Entities

Non-profit entities based relatively proximate to the City of Upland can be contacted to gauge their interest and ability in acquiring and/or managing units at-risk of conversion. A partial listing of entities with resources in the Riverside/San Bernardino area is provided in Table 44.

TABLE 44
HOUSING NON-PROFIT ENTITIES

Foothill Family Shelter, Inc.
Southern California Housing Corporation
Source: City of Upland Redevelopment Agency

e. Program Efforts to Preserve At-Risk Units

The following housing programs have been developed to address the preservation of assisted very-low-income units eligible to convert to market rate. The Upland Redevelopment Agency and/or the Community Development Department will be responsible for implementing the programs. Funding for implementation could be provided through funding sources cited above.

- **Monitoring At-Risk Units** — The City will maintain contact with owners of at-risk units as the use restriction expiration dates approach. The City will communicate to the owners the importance

of the units to the supply of affordable housing in Upland as well as its desire to preserve the units as affordable. The City will confirm in 2000 that the owner of Sycamore Terrace has filed to continue the Section 8 contract, and will determine whether HUD will offer the owner a contract extension. The City has in place local incentives that can be offered to property owners to preserve any at-risk units (see following sections).

- **Rental Subsidies** — If HUD funding is discontinued at some point within the planning period, and other methods to preserve the at-risk units fail, the City will determine if it can assign financial resources to provide rental assistance to very-low-income tenants to cover the difference between their current rents and market rents. The previous section addressing the cost of preservation describes how a subsidy program would work.

f. Quantified Objectives

The City of Upland Consolidated Plan contains a five-year strategy for meeting the City's housing and community development needs. The Consolidated Plan Document (CPD) establishes housing priorities. Two of the priorities relate to affordable housing. CPD priority number one is to preserve existing rental and owner-occupied housing resources. CPD priority number two is to improve living conditions for very-low- and low-income renters. Both of these priorities represent the City of Upland's desire to preserve of affordable units.

Housing Element law requires that cities establish the maximum number of units that can be preserved over the planning period. One assisted project with a total of 100 units in Upland is at-risk of losing use restrictions within the 2000-2005 Housing Element planning period. All of the units at-risk of losing use restrictions during the present planning period have been preserved. Based on objectives stated in the Consolidated Plan, the objective for this planning period will be to preserve all 100 at-risk units or replace them with comparable units through acquisition or new construction.

V. REVIEW OF HOUSING ELEMENT PERFORMANCE: 1990-2000

The City of Upland has a tradition of meeting its housing goals. HUD in its most recent review and evaluation of the City's CAPER concluded that the "City of Upland's activities and accomplishments during the 1997 program year have been "consistent with its Consolidated Plan goals and strategies." The State of California, Housing and Community Development this year also deemed Upland as a "Good Performer" in the use of its competitive allocation of HOME funds and allowed Upland to apply for an additional \$500,000 for the 2000 Program Year. HUD also deemed the "most remarkable accomplishment for Program Year 1997 was the construction of 130 units of Senior Housing and a 13,000 square foot multi-use Senior Center adjacent to the Senior Housing." The City received national recognition in the form of a 1998 Best Practice Award from HUD for this project. HUD has commended Upland "for its dedication to providing affordable housing by exceeding the five-year goals set in the Consolidated Plan and for providing strategies for a full range of housing options that address all population groups and persons with special needs."

COY D. ESTES APARTMENTS & GEORGE GIBSON SENIOR CENTER

Construction of 130 apartments with 111 reserved for low and very low income independent seniors and special needs elderly (handicapped). The development is approximately 72,556 square feet on a 4.7 acre site and includes a Senior Center that provides lunch and organized activities. \$8,975,616 was allocated for construction with the California Housing Finance Agency committing approximately \$2.2 million in 9% tax credit funds and the Upland RDA and City of Upland committing approx. \$3.6 million in funds. The City portion included a HUD Section 108 loan guarantee of Not to Exceed \$1.2 million.

Construction		Permanent	
Bank of America Development Bank	\$ 5,399,189	First Mortgage	\$ 2,191,000
Upland Redevelopment Agency	\$ 2,883,066	Upland RDA	\$ 2,883,066
City of Upland	\$ 693,691	City of Upland	\$ 693,361
Total	\$ 8,975,616	Capital Contrib	\$ 3,276,432
		Def.Dev.Fee	\$ 514,352
		Total	\$ 9,558,211

This project showed how the City was able to utilize a number of resources to complete these two projects. This included a Section 108 Loan Guarantee, Redevelopment Agency funds, a construction loan from Bank of America, California Housing Finance Agency Tax-exempt bonds, and Federal Tax Credits. HUD's Best Practice Award exemplify HUD's new strategy for working with the communities that HUD administers; a strategy that is aimed at improving the state of the art of community development across the nation. In addition, Best Practice programs and/or projects display high quality, productivity, efficiency, and effectiveness.

VILLAGE & SUNSET RIDGE APARTMENTS

Apartment complexes of 180 units were acquired by the Redevelopment Agency in 1998 from various private owners and the Upland Housing Authority. The Agency has expended approximately \$11 million in acquisition and improvement funds. Prior to the Agency's involvement, both projects experienced a significant amount of police activity and were suffering from fragmented and small investor property management at their centralized locations. To date, after a concentrated effort by the Agency with

V. Review of Housing Element Performance to Date

friendly acquisition and utilizing a professional property management firm with key on site management, these apartments have been upgraded with interior and exterior improvements and effectively managed. Improvements have included a large amount of exterior and interior work such as landscaping, tot lots, driveway resurfacing, stucco and paint, and necessary interior reinvestments such as carpet and appliance replacement. The improvements and change in management have all been essential elements in the restructuring of these properties. Moreover, the Agency has with a professional management firm operated each apartment complex with market based expectations while still providing low income affordable units based on allowable HOME rents. These properties now include affordability covenants for 36 units that benefit very low income households in the community.

HABITAT FOR HUMANITY

Upland assisted this organization with its first project within San Bernardino County to create home ownership opportunities for two very low income families. The Agency transferred an unimproved agency parcel of approximately one third acre to this organization for \$1. after purchasing it from the City of Upland for \$60,000. It addition, the Agency provided a loan of \$40,000 to Habitat for purposes related to the improvement of the property. Staff is currently negotiating the Habitat loan obligation in order for it to remain on each parcel and ensure long term affordability at each location for a period of up to 50 years. If the properties are sold at a market value or to occupants not of this very low income then the Agency loan funds must be repaid to the Agency to be reused for a future affordable housing project.

CDBG ENTITLEMENT USE FOR AFFORDABLE HOUSING

Upland has been an entitlement city since 1990 and has funded the original version of programs such as the Housing Improvement Program (HIP) and has continued to provide public service funds for current programs such as Emergency Repair Program that assists low income owner occupants of homes including mobile homes with grants of up to \$2,500 that helps maintain the supply of affordable housing. Upland has improved 35 homes with the ERP since it was started in FY 99/00 and has a goal in the 2000 Housing Element to serve 100 more very low clients by year 2005. Despite having a relatively small entitlement, Upland's Citizen Advisory Review Committee has ensured that CDBG has funded programs such as Fair Housing & Landlord Tenant Relations, St. Joseph's Church and SOVA's homeless/hunger programs, the Foothill Family Shelter that assists homeless families transition from homelessness with job skills and a stable address to employment.

HUD's review of CAPER concluded that the City is making progress in supporting the very-low income population and the City provides a Continuum of Care with programs that provide food, clothing and housing referrals for the homeless.

STATE OF CALIFORNIA HOME FUNDS

The City of Upland, a State designated "Good Performer" has a proven track record since 1993 in expending State HOME funds for affordable housing purposes in the community. A summary of funds earned through the competitive grant process, the programs and number of families assisted is provided in Table 45.

OTHER ACTIVITES

Upland continues to look towards implementing a variety of new strategies in meeting its affordable housing goals. Currently, Upland is in the Chapter 8 process with the County of San Bernardino to recover a tax defaulted single family home. The Upland Redevelopment Agency will acquire this home and use it for an affordable housing purpose. Upland will continue to work cooperatively with the County

with this specific annual process to recycle improved and unimproved properties lost through tax liens to be made available through Upland Community Redevelopment Agency efforts to obtain and reuse these properties for affordable housing. Also, Upland is looking at other multi family properties needing assistance to encourage reinvestment and dedicated property management such as within the designated Low and Moderate Income areas such as Richland and the Diamond Court. Upland is also monitoring HUD foreclosures within the community, has received its HUD SAMS number this year, and will be positioning itself to facilitate the appropriate acquisition, rehabilitation and resale of these properties. Also, Upland received approval this year from HCD to combine its HOME funded First Time Home Buyer Program with Lease to Own Bond Program, a unique program that utilizes private, tax exempt bonds through a JPA of jurisdictions throughout Los Angeles and San Bernardino Counties.

TABLE 45
CITY OF UPLAND HOME FUNDS ALLOCATION
1993-2000

Year	Amount	Program	Total Served
1993	\$ 957,618	OOR FTHB TBRA	32 13 23
1994	\$1,000,000	OOR RRP	32 36
1996	\$ 947,625	FTHB RRP	12 73
1997	\$ 997,500	OOR FTHB	14 30
1998	\$ 748,650	OOR FTHB	10 (Projected) 18 (Projected)
1999	\$ 499,800	OOR FTHB	13 (Projected) 11 (Projected)
2000	\$1,500,000 (Projected) \$ 400,000	RRP PROGRAM INCOME	24 (Projected) 16 (Projected)
TOTAL	\$7,051,193*		357 (Projected)

*Total includes approximately \$300,000 for administrative costs.

KEY:

OOR Owner Occupied Rehabilitation: Single Family Home Owner Occupant Low Interest loans deferred to sale, refinance, title transfer. Loans made up to \$25,000 for code, health & safety item improvements. 80% Co. Median Income (Family 4 Max. \$37,900/yr.)

FTHB First Time Home Buyer Program: Silent 2nd 3% Interest Bearing deferred loan of up to \$30,000 or 20% purchase price of max. of \$179,050 deferred to sale, refinance, title transfer 80% Co. Median Income (Family 4 Max. \$37,900/yr.)

TBRA Tenant Based Rental Assistance: Short Term 24 months of rental assistance to tenants in Multi-Family Residences 50% Co. Median Income (Family 4 Max. \$23,700/yr)

RRP Rental Rehabilitation Program: Low Interest 0-3% for Multi Family Property Acquisition and Rehabilitation. Depending on amount borrowed by owner of up to \$25,000 per unit for rehab with rent affordability covenants to be kept in place for a period of 5 to 10 years or up over \$25,000 per unit for acquisition with minimum 15 year affordability.

V. Review of Housing Element Performance to Date

As part of this Housing Element update process, the City conducted an evaluation of the following:

The **appropriateness** of the housing goals, objectives and policies in contributing to the attainment of the state housing goal;

The **effectiveness** of the element in attainment of the community's housing goals and objectives; and

The **progress** of the City in implementing the previous Housing Element.

Table 46 contains a summary of the results of this evaluation of the previous Housing Element, along with recommendations for the current element based on the City's experience since 1990.

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

<i>Goal / Objective</i>	<i>Program</i>	<i>Responsible Agency</i>	<i>Funding Source</i>	<i>Program Activities and Objectives</i>	<i>Progress</i>	<i>Future Policies and Actions</i>
GOAL 1. To assist in the development of adequate housing to meet the needs of low- and moderate-income households.						
The Upland Housing Authority intends to provide approximately 134 units of affordable rental housing by acquiring existing market-rate units and turnkey new construction for lower- and moderate-income seniors.	Apartment Acquisition	Upland Housing Authority	Mortgage Revenue Bonds and CRA Housing Fund	The Upland Housing Authority will issue a \$10,145,000 mortgage revenue bond using \$1,171,000 of Upland Community Redevelopment Agency (Agency) affordable housing set-aside funds (Housing Fund) for the cost of issuance, pre-acquisition, a reserve fund and a pledge fund. Bond proceeds will be used to purchase 175 market rate units. Approximately 40% (70) of the units will be converted from market rate to affordable units for very-low and low income tenants; 105 units will be affordable to moderate income households. Units will be owned and managed by the Upland Housing Authority. Units will be rehabilitated with bond proceeds if required.	1,747 units were acquired using this program during the planning period, of which 61 were affordable to very-low-income households and 191 affordable to low income households.	Continue to assist eligible non-profit buyers in acquiring market rate apartments using mortgage revenue bonds with a portion of the units made available to lower-income households at affordable rents (Strategy 2b.)
	Senior Housing	Upland Redevelopment Agency	MRB & RDA Set-Aside	The RDA, in conjunction with the Housing Authority plan on developing 100 units of senior housing. Units may be owned and managed by the Housing Authority.	The Agency assisted in the development of the Coy D. Estes Senior Housing Project in the Town Center Project Area. This project provided a total of 130 units. The majority of the units (111) are affordable to very-low-income seniors, and 19 units are at market rate. The Agency contributed \$4 million in low- and moderate-income funds, including \$1.2 million for site acquisition and relocation; \$2.8 million for construction and permanent financing. The Agency formed the Upland Community Housing, Inc. (UCHI), a non-profit agency, and the Upland Senior Housing Limited Partnership to facilitate financing of the project. The project was completed in June 1997.	Identify a candidate site for the development of an affordable senior project in the Town Center area with the objective of providing 100 new senior affordable units by 2005.

V. Review of Housing Element Performance to Date

**TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000**

<i>Goal / Objective</i>	<i>Program</i>	<i>Responsible Agency</i>	<i>Funding Source</i>	<i>Program Activities and Objectives</i>	<i>Progress</i>	<i>Future Policies and Actions</i>
Provide first-time homebuyers with down-payment assistance	First Time Homebuyer Program	Upland Redevelopment Agency	HOME & RDA Set-Aside	The City will implement a HOME funded First-Time Homebuyer program.	The City provided 62 first-time home buyers with down payment assistance utilizing its HOME-funded First-Time Homebuyers Program.	Continue program.
	Lease-Purchase Program	Upland Redevelopment Agency	HUD	This program grants down payment assistance and closing costs to participants versus subsidized mortgages. The JPA offers a lease-to-own purchase arrangement to eligible purchasers (up to 140% of the median income). Purchasers pay a one-time program fee and 38 months of lease payments in exchange for the grant and the JPA will pay both principal and interest on the mortgage for the three-year lease period. At the end of this period, the participant assumes a partially amortized mortgage with 27 years remaining.	In Fiscal year 1997-98 the Agency formed a joint powers authority with 10 other cities to implement a Lease-to-Own First Time Homebuyer's Program, with 5 households participating.	Continue program
	Habitat for Humanity	Upland Redevelopment Agency	LMI	The Agency will assist Habitat for Humanity with two first-time homebuyers.	Two units were developed with Habitat for Humanity.	Housing Element goal met.

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
The Upland Housing Authority and/or the Upland Community Redevelopment Agency intend to develop an in-fill housing program. Approximately 10 units may be developed for lower- and moderate-income first-time homebuyers.	Infill Housing Program	Community Development Department	RDA Set Aside	An infill housing program can be structured in numerous ways. The CRA or Authority could purchase vacant or underdeveloped lots, then sell (at discount) or lease lots to developers. The Agency could also provide low interest construction loans, and the developer would repay the CRA upon sale or rental of units. The Agency could hold a design competition for infill lots. Infill housing can be attached rental or ownership units for first-time homebuyers. The City could permit flexible development and design standards to reduce cost of housing The trade-off for land write-down and/or low interest construction loans are long term affordability requirements. These requirements can be implemented through resale controls or a ground lease. If ownership units are built, the Agency could provide low interest mortgages to eligible first-time homebuyers.	City provided land write-down for Habitat for Humanity.	Program complete.

V. Review of Housing Element Performance to Date

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
The City shall request an annual Community Reinvestment Act Report from the local banks in order to encourage more lender activity with affordable housing issues.	Community Reinvestment Act Program	Community Development Department & Redevelopment Agency.	Private Sector	The City shall request annual Community Reinvestment Act Reports from local lenders in order to encourage more fair lending practices and affordable housing. The City will contact lenders after reviewing the report to negotiate favorable terms for low- and moderate-income families. Usually funds are provided at below-market interest rates. CRA urges the participating banks to give high priority to projects which are 100% affordable to lower income households. These funds are often used in concert with other fund sources.	The City has requested a Community Reinvestment Act Report from local banks on an annual basis. City has contacted local lenders to discuss favorable terms to accommodate low to moderate income households. Five banks have committed funds to enhance housing affordability to low- and moderate-income households. The committed funds are available to assist financing of multi-family rental complexes and assist low- to moderate-income buyers of owner occupied housing	Continue to implement program. (Strategy 3c)
The Upland Housing Authority shall continue to monitor affordable apartments subsidized with Upland Community Redevelopment Agency Bonds.	Housing Authority Monitoring	Upland Housing Authority	Upland CRA	There are six bond projects in the City which the City monitors. The City, as a condition for granting variances on two multi-family projects, required developers to set aside 20% of their units as affordable to very-low- and low-income households.	The Upland Housing Authority monitored multi-family units subsidized with Upland Community Redevelopment Agency Bonds to assure continued affordability and renewed all affordability covenants for projects at risk of converting to market rate. The Housing Authority Bond Program subsidizes the Sunset Ridge and Village Apartments (formerly the American and Armstrong Apartments) on a yearly basis, providing 12 very-low and 20 low-income units.	Redevelopment Agency to continue to monitor all projects with CRA bond financing and provide incentives and/or requirements for continuation of affordable units (Strategy 4e)

City of Upland
HOUSING ELEMENT UPDATE

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
GOAL 2. To improve the condition of the existing affordable housing stock.						
Using Redevelopment Funds, the City's Redevelopment Department will provide low-interest loans, deferred payment loans, through its HOME-funded Owner Occupied Rehabilitation Program, to 135 lower- and moderate-income single-family homeowners for rehabilitation.	Single Family Rehabilitation	Upland Redevelopment Agency	RDA Set Aside & HOME	The City will implement a single family Owner Occupied Rehabilitation program in 1990. Twenty-five to thirty deferred loans will be made to lower-income homeowners each year.	The City Redevelopment Department provided 204 low interest deferred payment loans through the Housing Improvement Program to low and moderate income homeowners.	Continue Program. (Strategy 2a)
	Neighborhood Restoration Program	Upland Redevelopment Agency	RDA Set Aside	The Redevelopment Agency will allocate funds to develop a neighborhood improvement program.	The Neighborhood Restoration program was initiated in 1991-92 using \$50,000 in LMI funds and \$100,000 HOME grant funds to clean up, renew and restore neighborhoods. In addition, other City resources were focused on these neighborhoods on an as needed basis. Assistance included street improvements, alley lighting, code enforcement etc. In exchange for assistance, the owners recorded a restriction on the deed ensuring the unit's affordability. In 1992-93, 11 loans were completed, followed by 3 loans in 1993-94. This program was discontinued in 1994.	Program discontinued due to lack of applicable HOME funding for this program.
The City will continue to contract with a local non-profit corporation to provide a Senior Home Repair program for lower-income senior homeowners. Approximately 120 households will be provided with this minor repair service.	Senior Home Repair Program	Community Development Department	CDBG/RDA	The Steelworkers' Old Timers Foundation, Inc., contracts and receives CDBG funds from the City of Upland. This program provides minor home repair and maintenance services for lower income senior and disabled homeowners. (120 units).	The City, through continued contact with the Steelworker's Old Timers Foundation, Inc., a local non-profit corporation, provided minor repair service to 26 lower-income senior homeowners through the Senior Home Repair program.	This program has been replaced with the Emergency Repairs Program

V. Review of Housing Element Performance to Date

**TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000**

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
Implement a rental rehabilitation program and rehabilitate 75 units.	Rental Rehabilitation	Community Development Department & Redevelopment Agency	State HCD and HOME	The City of Upland will apply for State Department of Housing and Community Development HOME funds and if funded will implement a Rental Rehabilitation Program. Under this program low-income households in targeted neighborhoods were eligible for loans and grants to improve their units and property exteriors. If funded, the Upland Housing Authority may apply for additional Section 8 vouchers to subsidize these units (75 units).	The City established a rental rehabilitation program in 1991. 192 units have been rehabilitated during the planning period. The program was contracted to operate between January 1994 and January 1999.	Extend period of operation for another five years. Target 40 units per year. (Strategy 2a)
The City and the County will continue to encourage the upgrading and improvement of existing mobile home parks.	Code Enforcement	Community Development and Building Department	General Fund	Emergency Repair Program. Code Enforcement.	The City has continued to encourage the upgrading and improvement of mobile home parks. The Redevelopment Agency continues to meet with residents of mobile home parks in order to resolve issues.	Continue program (Strategy 2c)
	Emergency Repairs Program	Upland Redevelopment Agency	RDA Set Aside, CDBG		In 1999 the Emergency Repairs Program was originated, providing grants up to \$2,000 to mobile home owners for improvements.	Continue program (Strategy 2a)
GOAL 3. To conserve the existing affordable housing stock.						
The City shall work with owners of federally subsidized units at risk of conversion to non-affordable uses, in order to preserve affordability.	Federally Subsidized Units "At Risk of Conversion"	Community Development Department/Upland Housing Authority	HUD/Upland Community Redevelopment Agency	Work with owners of project based Section 8 funding and other federal funding programs including Section 221 seniors, multi-family bond financing, and LIPRA projects, if applicable. Provide financial assistance if HUD funding is unavailable. According to the <u>Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion</u> , there is only one project in Upland eligible to convert to non-low income housing during the planning period of	The Sycamore Terrace project owned by Southern California Presbyterian Church, Inc. renewed their Section 8 contract with HUD in October 1996, until at least 2000. The Mountain Springs project renewed their contract in 1996 to maintain 68 units at affordable rents until July 1998. This contract was extended for another 25 years.	Continue to monitor any projects with federal funding at risk of converting to market rate. Continue program (Strategy 2b)

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
				the element. This project, Sycamore Terrace is owned and managed by the Southern California Presbyterian Homes (Presbyterian Homes), Inc. Presbyterian Homes has a Housing Assistance Payment (HAP) Contract with HUD until 1999, and has renewed Section 8 Certificates until this time (100 units).		
To continue a City mobile home rent control ordinance, which protects owners and occupants of mobile home units from unreasonable space-rent increases.	Zoning Ordinance	Community Development Department	General Fund		This program was continued.	Continue program. Continue program (Strategy 4b)
The Upland Housing Authority intends to provide a minimum of 150 new Section 8 Certificates and/or Housing Vouchers for families and elderly households.	Section 8/Rental Assistance Vouchers	Upland Housing Authority	HUD	The City continued to be a member of the Upland Housing Authority. Under this program, very-low-income tenants are required to pay 30% of their adjusted gross income for rent. The Housing Authority will apply for the Section 8 existing certificates, Section 8 moderate rehabilitation units and the Section 8 vouchers as they become available from HUD (150 units).	The Upland Housing Authority provided 499 new Section 8 Housing Certificates/Vouchers to families and elderly households, per year, as well as 10 Section 8's to be used for emergency homeless assistance. An additional 53 units are provided via a Section 8 contract with HUD under the Multi-family Housing Revenue Bond Program. In March 1994, the Family Self Sufficiency Program was started with 25 Section 8 Certificates. Under the FSS program, the UFA provided participants in the existing Section 8 certification program an opportunity to end dependency on government subsidies through training, education, day care and guidance towards achieving self sufficiency.	Continue to provide Section 8 certificates/vouchers to currently participating households. (Strategy 4a)
The City intends to develop a condominium conversion policy or ordinance, which requires a percentage of converted units to be affordable for a predetermined term (50 units).	Condominium Conversion Ordinance	Community Development Department	Private Sector/ General Fund	Develop a condominium conversion policy.	No progress due to lack of condominium conversion activity	Develop a Condominium Conversion Ordinance requiring that a portion of units be made available to low- and moderate-income buyers in exchange for the City's financial assistance (Strategy 2d)

V. Review of Housing Element Performance to Date

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
The County shall continue to provide weatherization to very-low-income homeowners and renters (250 units).	Home Weatherization Program	San Bernardino County Community Services Department	County/Utility Companies	The County provides this free energy conservation program to qualified very-low income homeowners and renters. The County will install energy conservation devices designed to reduce gas and electricity consumption (250 units).	The County's weatherization program was utilized to aid 250 very-low-income home owners and renters.	Continue to refer City residents to County Program (Strategy 5a)
The City shall enforce all building and zoning codes in order to assure the safety of the existing housing stock.	Code Enforcement	Community Development Department	General Fund	The City maintains a Code Enforcement program which cites code infractions. Residential code enforcement is performed on a complaint basis.	The City strengthened its code enforcement in order to protect existing neighborhoods against the harmful effects of deferred maintenance. City records show 4,280 complaints filed, of which 81 were not resolved and led to notices to appear. Property owners are provided information by code enforcement staff about the City's rehabilitation programs.	Continue code enforcement activities (Strategy 2c)
GOAL 4. Develop and maintain residential environments that are pleasant, attractive, safe and convenient.						
Improve residential neighborhoods by developing a Neighborhood Restoration Loan and Grant program using RDA Set-Aside funds.	Neighborhood Restoration Program	Upland Community Redevelopment Agency	RDA Set Aside	The Redevelopment Agency will allocate funds to develop a neighborhood improvement program. The City is currently developing policies for this program which will provide incentives to low and moderate income homeowners and possibly rental property owners to paint and improve the front exteriors of their houses in selected neighborhoods (75 units).	The City established a Neighborhood Restoration Loan and Grant Program using RDA set-aside funds in 1991. To date, 14 loans have been funded. The program was discontinued in 1994.	Program discontinued due to lack of funding.
To continue CDBG funded capital improvements in lower-income neighborhoods in order to stimulate rehabilitation and to preserve the desirable residential character of the community.	CDBG	Community Development Department, Community Redevelopment Agency	CDBG	CDBG funds are used for a variety of programs to stabilize neighborhoods and preserve and upgrade housing stock. CDBG monies were used for the following programs: Senior Home Repair, Fair Housing and Tenant/Landlord Mediation; Homeless Services; and Neighborhood Restoration.	The City allocated \$150,000 of CDBG funds for capital improvements in lower-income neighborhoods.	Continue program (Strategy 2c)

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
To protect homogeneous single-family residential areas from incompatible land uses.	Review of Development Code	Community Development Department	General Fund	The City will review the development code for possible revisions that would: 1) eliminate or reduce obstacles to the provision of affordable housing; 2) assist in creation of more affordable housing; and 3) eliminate incompatibilities between land uses.	The City down-zoned several residential areas which were being encroached upon by higher density and incompatible land uses in 1991.	Continue program (Strategy 1e)
To continue the Code Enforcement and Graffiti Removal Program in the lower-income census tracts.	Code Enforcement Graffiti Removal	Community Development Department/Code Enforcement	General Fund/CDBG	Two code enforcement positions were funded from CDBG monies.	The Code Enforcement and Graffiti Removal Programs were continued.	Continue program (Strategy 2c)
To review the development code periodically for possible revisions that would assist in creating more affordable housing.	Review of Development Code	Community Development Department	General Fund	The City will review the development code for possible revisions that would: 1) eliminate or reduce obstacles to the provision of affordable housing; 2) assist in creation of more affordable housing; and 3) eliminate incompatibilities between land uses.	The City utilizes density bonus, RPUD and PRD zoning, as well as mixed use zoning in the town center, which allows 30 du/ac for mixed use and 45 du/ac for senior projects in the TC zone; and 35 du/ac for mixed use, 45 for senior projects and 15 du/ac for standalone projects in the MU zone.	Continue to review code on a periodic basis. (Strategy 1e)
GOAL 5. Continue to provide housing opportunities for all economic segments of the population.						
To designate available land for residential uses in amounts sufficient to enable the development of needed new housing units.	Zone Code/General Plan	Community Development Department	General Fund	The General Plan establishes the "vision" of the City and guides future growth management. The Zoning map serves as an implementing tool of the General Plan. Areas in the City exist where zoning permits more intensive use of land and increased residential density. The land use element of the General Plan establishes goals and policies which establish allowable land uses.	Approximately 465 acres for single- and multi-family housing were identified including 185 acres proposed for a specific plan and PUD. Twenty-three residential sites were identified as having potential for affordable housing, comprised of 96 acres, with potential for 1,933 units. Given the limited amount of vacant land in the City, part of the City's Housing Strategy depends on acquiring existing market rate apartments and rehabilitating them, while converting a portion to affordable units rather than developing new units on vacant land. The City has applied this concept to 1,747 units, of which 252 are affordable to lower income	Continue program (Strategy 1b)

V. Review of Housing Element Performance to Date

**TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000**

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
					households. In addition, the creation of the TC and MU zones further provides opportunities for residential development.	
To facilitate the production of a minimum of 3,641 housing units over the five-year period from July 1989 to July 1994.	No specific program	Community Development Department/ Community Redevelopment Agency	General Fund/ Redevelopment Housing Set Aside/ Federal, State, Local Funds	A wide range of programs and activities were carried out pursuant to the City's quantified objectives.	During the extended planning period of July 1989 to July 1999, 933 housing units were developed.	Continue to use all available resources and incentives to produce housing. (Strategies 1a, 1b, 1c & 1d)
To cooperate with other agencies at the county and regional levels to work for improved housing opportunities including active participation on the San Bernardino County Homeless Coalition and the West End Cities Homeless Task Force.	Homeless Transitional Shelter/ Emergency Shelter Voucher Program	City of Upland Housing Authority Community Redevelopment Agency Foothill Family Shelter	General Fund/ Redevelopment Housing Set Aside Funds, HUD, HCD, Donations	The Redevelopment Agency will provide a subsidy to the Foothill Family Shelter to assist their 8-unit (56 bed) transitional shelter. A \$5,000 grant will be made annually at the discretion of the Redevelopment Agency for a term of ten years. In addition the Agency will provide a \$35,000 rehabilitation grant. The Foothill Family Shelter provides one hotel, two-bedroom units (with kitchenettes and 4 beds) for one to three nights of emergency shelter for families. This program will expand to two units in 1991, doubling its capacity from approximately 300 to 600 families per year	The City has continued to coordinate the operation of housing programs with County and local service agencies and the Upland Housing Authority to assure that support services are provided to residents in need. City staff were active in the San Bernardino County Homeless Coalition and the West End Cities Homeless Task Force.	Continue programs (Strategy 4e)
To require that community-planning studies recognize and encourage affordable housing units commensurate with identified housing needs.	Project Processing	Community Development Department	General Fund	The Southeast Quadrant General Plan Amendment study was carried out.	The Southeast Quadrant General Plan Amendment was completed in 1990. This amendment instituted a mixed-use designation intended to improve the compatibility between residential and non-residential uses and maintain the existing affordable housing stock.	This objective has been reflected in the revised Action Plan (e.g., Strategies 1a e).

City of Upland
HOUSING ELEMENT UPDATE

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
GOAL 6. To address and, where appropriate and legally possible, remove governmental constraints on the maintenance, improvement, and development of housing.						
To continue to increase densities in appropriate locations in order to provide more affordable housing opportunities as outlined in Section III under "Undeveloped Residential Sites for Affordable Housing."	General Plan Program	Community Development Department	General Fund	Ongoing planning studies with the objective of facilitating the production of affordable housing.	The RS-4.3 District was added in 1991 to allow development of single-family detached units at a density of 7-10 units per acre (min. lot size = 4,356 square-feet). Two projects (Heritage and Heartland) were developed using this designation.	The Action Plan includes a strategy and specific actions to identify additional sites for affordable housing (Strategy 1b).
To study the feasibility of developing an ordinance which would create a "transfer of development rights" program in predetermined areas.	Not Implemented	n.a.	n.a.	n.a.	n.a.	None.
The City will develop an affordable housing incentive program that can be used to assist and encourage private housing developers to develop affordable housing.	Affordable Housing Incentive Program	Community Development Department	City General Fund	The City will formulate incentives to assist and encourage the construction of affordable housing by private developers. The City will explore the potential of a linkage program, and affordable senior housing fund, condominium conversion policy, mixed-use policy, and inclusionary zoning and a land write-down program. The City has and will continue to mitigate government constraints, such as development fees and site improvement requirements, with subsidies for affordable housing projects. In addition, the City will continue to expedite the permit process for affordable housing projects.	The City has established a condo conversion policy, mixed use zoning, Town Center zoning, and senior housing fund.	Continue to provide incentives. (Strategy 1a)

V. Review of Housing Element Performance to Date

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

<i>Goal / Objective</i>	<i>Program</i>	<i>Responsible Agency</i>	<i>Funding Source</i>	<i>Program Activities and Objectives</i>	<i>Progress</i>	<i>Future Policies and Actions</i>
The Planning Department will continue "fast-tracking" of permit processing in connection with the development of new housing for low- and moderate-income households, senior citizens, and special-needs households.	Permit Processing	Community Development Department	City General Fund	Fast Track review or priority processing as an incentive, and cost reduction procedure.	The City facilitates the provision of affordable housing by providing a rapid review process leading to project approvals in 60 to 90 days.	Continue to fast track/priority process projects with affordability components. (Strategy 1a)
To investigate the feasibility of an affordable housing linkage program which would support affordable housing programs.	Not implemented	n.a.	n.a.	n.a.	n.a.	None
To encourage the development of condominiums, townhouses, small-lot development, and planned residential development for first time homebuyers.	Affordable Housing Incentive Program	Community Development Department	City General Fund	The City will formulate incentives to assist and encourage the construction of affordable housing by private developers. The City will explore the potential of a linkage program, and affordable senior housing fund, condominium conversion policy, mixed-use policy, and inclusionary zoning and a land write-down program. The City has and will continue to mitigate government constraints, such as development fees and site improvement requirements, with subsidies for affordable housing projects. In addition, the City will continue to expedite the permit process for affordable housing projects.	Over the extended planning period, 126 condos/townhomes were constructed.	Continue to encourage construction of homes targeted for first time homebuyers. Strategies 1a, 1b & 1c)
GOAL 7. To promote housing opportunities for all persons; regardless of race, age, religion, sex, marital status, ancestry, national origin, or color.						
The City will continue to contract with a local non-profit corporation to provide a fair-housing program (education, counseling, testing, and mediation) and landlord/tenant mediation with CDBG funds.	Housing Referrals, Directories, Mediation	Community Development Department/RDA	HUD/CDBG	Through the City's CDBG program, non-profit agencies provide a variety of social services. One non-profit provides tenants and landlords with information, mediation and fair housing education on housing discrimination.	The City maintained a contract with Inland Mediation Board, a local non-profit organization to provide a fair housing program and landlord/tenant mediation. CDBG funds served as the funding sources.	See Strategy 3a

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
GOAL 8. To utilize vacated or under-developed sites for housing and to allow for more affordable housing through changes in zoning policy.						
To reduce the minimum lot size for single-family ownership from 6,000 to 4,300 sq. ft. (RS-4.3 which allows 7-10 single-family DU's/ac) on 125 acres in the Southeast Quadrant, near the Town Center (Central Trading) area. Smaller lot size requirements will encourage more affordable home ownership opportunities as outlined in Section III under "Undeveloped Residential Site for Affordable Housing."	General Plan Program	Community Development Department	General Fund	Southeast Quadrant General Plan Amendment.	The RS-4.3 District was added in 1991 to allow development of single-family detached units at a density of 7-10 units per acre (min. lot size = 4,356 square-feet). Two projects (Heritage and Heartland) were developed using this designation.	The Action Plan includes a strategy and specific actions to identify additional sites for affordable housing (Strategy 1b).
To allow mixed-use zoning in the Commercial/ Professional and Commercial Trading Area zones adjacent to, and inclusive of, the City's Town Center as outlined in Section III under "Undeveloped Residential Sites for Affordable Housing."	Zone Code Revisions	Community Development Department	City General Fund	Mixed use zoning allows 15 du/ac stand alone, 35 du/ac for mixed projects, and 45 du/ac for senior projects. Development standards accommodate adaptive re-use of structures or new construction adjacent to existing structures.	The City has amended the zoning code to permit residential uses within a mixed-use development in the Town Center Zone. A mixed-use overlay zone has been established which permits residential uses within a mixed-use project as well as stand alone multi-family or senior projects.	Promote application of mixed use projects (Strategy 1c)
To implement a land write-down program, the City could purchase land with CRA or CDBG funds and offer the site to developers at a reduced price in exchange for a percentage of affordable units. The City could maintain long-term affordability controls.	Infill Housing	Community Development Department/ Community Redevelopment Agency	RDA Set Aside or CDBG Funds	The Community Redevelopment Agency or Housing authority could purchase vacant or underdeveloped lots then sell (at discount) or lease lots to developers.	The City has entered into agreements for two projects using this program.	Discontinue program.

V. Review of Housing Element Performance to Date

**TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000**

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
To establish a redevelopment project area in the Town Center. This is the oldest part of the City, which includes the original commercial area. There is also a proposed commuter rail and transit center here. Using redevelopment tools, such as parcel assemblage, and assisting development, etc., affordable housing can be accomplished in this mixed-use setting.	Redevelopment Low-Moderate Income Housing Fund	Community Redevelopment Agency	RDA Set Aside	The Town Center Zone allows for residential development as a component of a mixed-use project.	The City established a redevelopment project area in the Town Center. A senior housing project providing 111 affordable units has been completed.	Continue to seek affordable housing opportunities in the Town Center Redevelopment Area (Strategy 1b).
City staff will work with applicants to increase the supply of affordable housing through development standards which promote consolidation of land holdings whenever possible. The City will create and maintain an inventory of vacant and underutilized sites suitable for affordable housing.	Zone Code/ GIS System	Community Development Department/RDA	City General Fund	The GIS mapping system identified vacant land, acreage of each vacant site, and zone designation. As well, under-utilized sites can be identified and targeted for development of higher density housing.	The City implemented a GIS mapping system in 1994. An inventory of vacant sites and under-utilized sites is maintained.	Continue to monitor vacant and under-utilized sites (Strategy 1b)
GOAL 9: To reduce residential energy use within the City in an attempt to decrease housing costs and conserve the resource.						
To create an energy awareness program geared toward school lectures and community outreach. A comprehensive guide to available programs should be prepared.	Not Implemented.	n.a.	n.a.	n.a.	n.a.	None
To continue the weatherization program for lower income homeowners and tenants through the County's Community Services Department.	Home Weatherization Program	San Bernardino County Community Services Department	County/Utility Companies	The County provides this free energy conservation program to qualified very-low income homeowners and renters. The County will install energy conservation devices designed to reduce gas and electricity consumption (250 units).	This program has been continued. 13 units were assisted in 1999.	Continue program (Strategy 5a)

TABLE 46
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
To create a Utility Assistance Program which will charge lower City utility rates for lower income residents.	Utility Assistance Program	Finance Department	Water Enterprise Fund	Discounts to qualifying lower-income residents (\$5 off water bill and \$3 off trash bill)	100 households were assisted.	Continue program.
To adopt solar guidelines for new housing developments.	Residential Solar Guidelines	Community Development Department	Development fees; General Fund	Implement the requirements of the Subdivision Map Act	No applications received.	Continue program.
To adopt an ordinance for new homes and home additions which will insure that homes have solar access to enable the operation of solar equipment and passive heating and lighting.	Not Implemented	n.a.	n.a.	n.a.	n.a.	None
Create a water conservation rebate program which encourage low flow water devices.	Toilet Rebate Program	Public Works Department	MWD, Water Enterprise Fund	Toilet exchange program	This program was operated on 3 occasions with a total of 6,800 toilets replaced with low-volume models.	Dependent on funding availability

V. Review of Housing Element Performance to Date

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Table 47 contains a list of completed projects by program during the 1989-99 period. Table 48 presents a comparison of the quantified objectives of the previous element and actual achievements since 1989. (Note: Due to the statewide delay in the current Housing Element update cycle, the analysis period is ten years as compared to the original five-year timeframe of the 1989 Housing element.)

TABLE 47
COMPLETED PROJECTS
1989-1999 ¹

Year	First-Time Homebuyer Program	Owner-Occupied Rehabilitation Program	Neighborhood Restoration Program	Rental Rehabilitation Program	Tenant-Based Rental Assistance ²
1989-90	0	16	0	0	0
1990-91	0	29	0	46	0
1991-92	0	30	0	0	0
1992-93	0	31	11	30	0
1993-94	0	31	3	0	0
1994-95	6	30	0	0	23
1995-96	7	22	0	36	23
1996-97	1	3	0	0	23
1997-98	27	1	0	1	0
1998-99	21	11	0	80	0
Totals	62	204	14	193	23

¹ The Housing Element quantified objectives originally covered the planning period 1989-1994, but this table includes accomplishments during the period 1989-1999 due to delays in the statewide Housing Element update cycle.

² Assistance was provided to the same 23 families all years.

Source: City of Upland: The Planning Center

V. Review of Housing Element Performance to Date

TABLE 48
PROGRESS IN ACHIEVING
HOUSING ELEMENT QUANTIFIED OBJECTIVES
1990-2000¹

Program	Quantified Objective	Level of Achievement		
		1990-1997	1/98-4/00	1990-2000 ¹
NEW CONSTRUCTION				
Senior Housing (Total)	100	130	0	130 (130%)
Very Low	50	111	0	111 (222%)
Low	50	0	0	0
Moderate	0	19	0	19
Above Moderate	0	0	0	0
In-fill Units (Total)	40	18	0	18 ² (45%)
Very Low	0	2	0	2
Low	10	0	0	0
Moderate	10	0	0	0
Above Moderate	20	16	0	16 (80%)
Private Sector (Total)	3,501	616	383	999 (29%)
Very Low	454	n.a.	n.a.	n.a.
Low	613	n.a.	n.a.	n.a.
Moderate	656	n.a.	n.a.	n.a.
Above Moderate	1,778	n.a.	n.a.	n.a.
REHABILITATION				
Owner-Occupied (Total)	135	111	93	204 (151%)
Very Low	75	41	0	41 (55%)
Low	50	70	93	163 (326%)
Moderate	10	0	0	0
Above Moderate	0	0	0	0
Rental Rehabilitation (Total)	75	112	80	192 (257%)
Very Low	50	58	0	58 (116%)
Low	25	54	80	134 (540%)
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Senior Home Repair (Total)	120	26	0	26 (22%)
Very Low	120	20	0	20 (17%)
Low	0	6	0	6
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Neighborhood Restoration (Total)	75	14	0	14 (19%)
Very Low	25	4	0	4 (16%)
Low	25	10	0	10 (40%)
Moderate	25	0	0	0
Above Moderate	0	0	0	0
Acquisition & Rehabilitation (Total)	175	1,747	0	1,747 (998%)
Very Low	40	96	0	96 (240%)
Low	30	377	0	377 (1257%)
Moderate	105	1,274	0	1,274 (1213%)
Above Moderate	0	0	0	0

TABLE 48
PROGRESS IN ACHIEVING
HOUSING ELEMENT QUANTIFIED OBJECTIVES
1990-2000 ¹

Program	Quantified Objective	Level of Achievement		
		1990-1997	1/98-4/00	1990-2000 ¹
Homeless Shelter (Total)	8	40	40	40 (500%)
Very Low	8	40	40	40 (500%)
Low	0	0	0	0
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Private Sector (Total)	500	n.a.	n.a.	n.a.
Very Low	0	n.a.	n.a.	n.a.
Low	0	n.a.	n.a.	n.a.
Moderate	100	n.a.	n.a.	n.a.
Above Moderate	400	n.a.	n.a.	n.a.
CONVERSION				
Section 8 – Vouchers (Total)	150	499	499	499 (333%)
Very Low	150	499	499	499 (333%)
Low	0	0	0	0
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Weatherization (Total)	250	0	0	0
Very Low	150	0	0	0
Low	100	0	0	0
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Condo Conversion (Total)	50	0	0	0
Very Low	0	0	0	0
Low	25	0	0	0
Moderate	25	0	0	0
Above Moderate	0	0	0	0
First-Time Homebuyer (Total)	10	67	0	67 (670%)
Very Low	0	6	0	6
Low	5	56	0	56 (1120%)
Moderate	5	5	0	5 (100%)
Above Moderate	0	0	0	0

Notes: The Housing Element quantified objectives originally covered the planning period 1989-1994, but this table includes accomplishments during the period 1989-1999 due to delays in the statewide Housing Element update cycle.

¹ Through April 2000

² RDA units only.

Source: City of Upland; The Planning Center

V. Review of Housing Element Performance to Date

This analysis shows that total housing production during the evaluation period was substantially below the objective (1,147 units vs. the objective of 3,641 units, or 32%). It is significant that the City's housing production in the very-low category was comparable to total housing production (113 units vs. the objective of 504 units, or 22%). It is important to keep in mind that the early 1990s was a period of severe recession in Southern California, and housing production was significantly less than the previous decade.

In the area of rehabilitation, the City exceeded its total objective by a substantial margin (2,223 units vs. the objective of 1,088 units, or 204%). Rehabilitation of Very-Low-Income units was 70% of the objective while the number of Low-Income units rehabilitated was nearly four times greater than the objective (Table 49).

TABLE 49
SUMMARY OF QUANTIFIED OBJECTIVES VS. ACCOMPLISHMENTS
1990-2000

Category	Quantified Objective	Accomplishments		
		1990-1997	1/98-4/00	1990-2000
NEW CONSTRUCTION				
Very Low	504	113	0	113 (22%)
Low	673	651	383	1,034
Moderate	666			
Above Moderate	1,798			
Total	3,641	764	383	1,147 (32%)
REHABILITATION				
Very Low	318	224	0	224 (70%)
Low	130	331	173	504 (388%)
Moderate	240	1,495	0	1,495 (623%)
Above Moderate	400	0	0	0
Total	1,088	2,050	173	2,223 (204%)

Sources: California Department of Finance; U.S. Census Bureau; City of Upland

Sources: California Department of Finance; U.S. Census Bureau; City of Upland

VI. FIVE-YEAR ACTION PLAN

This section of the Housing Element presents the City's Five-Year Housing Action Plan for the period 2000 – 2005. The goals, strategies and actions described below are organized according to major issue areas and reflect the findings of the City's needs assessment and evaluation of the accomplishments since the last Housing Element was adopted in 1989.

A. GOALS, STRATEGIES, AND ACTIONS

Issue 1: How will the City accommodate its fair share of the region's new housing need through 2005?

a. Discussion:

Through the Regional Housing Needs Assessment process, each jurisdiction is allocated a portion of the region's identified housing need through the year 2005. Upland's fair share of this need according to income category is shown in Table 50.

TABLE 50
SUMMARY OF HOUSING NEEDS BY INCOME CATEGORY
1998-2005¹

<i>Income Category</i>	<i>Total Need 1998-2005</i>	<i>Units Built 1/98-4/00</i>	<i>Remaining Need 2000-2005</i>	<i>Vacant Land Inventory²</i>	<i>Surplus (Deficit)</i>
Very Low	435	0	435	0	(435)
Low	326	0	326	24	(302)
Moderate	419	65	354	305	(49)
Above Moderate	1,170	318	852	1,253	401
Total	2,350	383	1,967	1,582	(385)

¹ The RHNA analysis period is January 1, 1998 through June 30, 2005.

² Based on preliminary vacant land analysis (Table 39).

Sources: SCAG Draft RHNA, 1999; City of Upland; The Planning Center

State law requires that cities adopt plans and policies to address their fair share of housing need. The City proposes to address its need through a variety of policies and programs that minimize constraints to the development of new housing and proactively assist in the development of housing for persons with low and moderate incomes. As discussed in Section IV.B.1, one of the City's most important, but limited, resources for housing production is its vacant land. Based on current land use designations, the City has a development capacity of about 1,600 additional units, or about 385 units less than its remaining fair share housing need. The estimated deficit is most significant in the very-low- and low-income categories.

As a result of this shortfall, the City's Five-Year Action Plan includes the evaluation of vacant or underutilized parcels that may be suitable for affordable housing development, including parcels not currently zoned for residential use. The results of this evaluation are presented in Appendix A. The

evaluation identifies sufficient sites that have the potential to accommodate the City's housing need in each of the four income categories and identifies actions that would need to be taken prior to residential development of each site. Although general economic conditions will have a major effect on the amount of construction that will occur over the next 5 years, the policies and actions described in this Action Plan will enable the City to accommodate its fair share of the region's housing need.

b. Goals:

- Goal 1.** *To assist in the development of adequate housing to meet the City's fair share of the region's housing needs for all economic segments of the population, including low- and moderate-income households.*

c. Strategies and Actions:

Strategy 1a. Provide incentives to private developers who agree to make new affordable units available to low- and moderate-income households.

Action: Encourage property owners and developers to build affordable units by offering incentives such as density bonus, expedited permit processing, tax-exempt conduit financing, infrastructure financing assistance and direct financial assistance in exchange for a commitment to provide units at affordable prices or rents.

Strategy 1b. Identify specific undeveloped areas and under-utilized properties that are suitable for higher-density apartment and condominium development. (See Appendix A)

Action: Identify candidate sites for the development of affordable senior housing projects with the objective of providing 500 new senior affordable units by 2005.

Action: Identify vacant and underutilized candidate sites in the Town Center area and/or along Foothill Boulevard or any other redevelopment project area where high-quality multi-family and condominium or mixed-use development would be a catalyst for the area's revitalization and would stimulate additional private investment with the objective of providing 375 new affordable units by 2005.

Action: Provide assistance to first-time homebuyers in targeted areas.

Strategy 1c. Continue the use of creative planning concepts such as specific plans and mixed-use development as a means of enhancing housing diversity and choice.

Action: Specific plans allow large areas to be planned in a manner that encourages the efficient use of infrastructure and other resources and maximizes the compatibility between different land uses. Planning for the major undeveloped area of the city (The Colonies) is being done through the specific plan process. Any new large-scale development will be encouraged to utilize the specific plan concept.

Strategy 1d. Encourage the development of second units in appropriate residential areas and with appropriate development standards in order to provide additional affordable housing opportunities without creating unacceptable impacts to existing neighborhoods.

Action: Review the second unit ordinance and revise, if necessary, to encourage second units in suitable areas with appropriate development standards and allow

construction of second units for qualifying senior citizens without a Conditional Use Permit. (Objective – 40 units)

Strategy 1e. Evaluate the City's policies, codes, development review procedures and fees as part of the Housing Element update cycle to ensure that they do not represent unjustified constraints to the development, maintenance and improvement of housing.

Action: *The City conducted a review of its policies, codes, development procedures and fees as part of the Housing Element update effort (see Housing Element Section IV). This review concluded that the City's procedures and fees are reasonable and do not present an unnecessary constraint to the production of housing.*

Issue 2: How can the City facilitate the rehabilitation and preservation of existing residential neighborhoods, especially affordable units??

a. Discussion:

New construction represents a relatively small percentage of the City's total housing inventory. The preservation and rehabilitation of the existing housing stock, especially affordable apartments, is essential in order for the City to meet its housing needs. Of particular concern are assisted rental projects that are eligible to convert to market rate due to the expiration of agreements between the owners and government agencies.

The City participates in a variety of programs that provide assistance and incentives to property owners for carrying out needed repairs. Projects eligible to convert to market rate have also been evaluated for opportunities to extend existing commitments to maintain rents at affordable levels.

It is also recognized that mature cities such as Upland require ongoing investment for the general maintenance and periodic replacement of infrastructure such as streets, sidewalks, water and wastewater systems, storm drains, street lights, landscaping and other public facilities in order to maintain the quality of residential neighborhoods. Without this public investment, residents and landlords may be discouraged from making needed repairs to their properties and gradual deterioration may occur. In addition to the City's General Fund, the federal CDBG program provides financing for infrastructure maintenance and replacement.

b. Goals:

Goal 2. *To conserve and improve the condition of the existing housing stock, especially affordable housing.*

c. Strategies and Actions:

Strategy 2a. Continue to use all available federal, state and local funds to assist housing rehabilitation.

Action: *Continue to use redevelopment agency housing set-aside funds and federal HOME funds to finance housing rehabilitation.*

Strategy 2b. Preserve the affordability of federal, state and city subsidized units threatened with conversion to market rates.

Action: As part of this Housing Element Update effort, the City has prepared an inventory of units eligible to convert to market rate during the next 10 years. (see Housing Element Section IV.C.2) The City will contact these project owners on an annual basis and take appropriate action to preserve these affordable units if necessary.

Action: Assist eligible non-profit buyers in acquiring market rate apartments using mortgage revenue bonds with a portion of the units made available to lower-income households at affordable rents.

Strategy 2c. Enhance the quality of existing residential neighborhoods by including adequate maintenance of public facilities in the City's capital improvement program and requiring residents and landlords to maintain their properties in good condition.

Action: Continue the City's code enforcement and graffiti removal programs.

Action: Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program.

Action: Continue to participate in the CDBG program.

Action: Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability. Where appropriate, the development of additional units may be permitted as one incentive.

Strategy 2d. Preserve the affordability of apartment units that are converted to condominiums.

Action: Develop a Condominium Conversion Ordinance requiring that a portion of units be made available to low- and moderate-income buyers in exchange for the City's financial assistance.

Issue 3: How can the City ensure equal housing opportunities and prevent housing discrimination?

a. Discussion:

Equal housing opportunity is a fundamental right of all Americans. Federal and state fair housing laws make discrimination illegal, but enforcement action is sometimes necessary to ensure that existing laws are upheld.

Existing federal law also requires new buildings to make reasonable accommodation for persons with disabilities.

b. Goals:

Goal 3. *To promote housing opportunities for all persons regardless of race, age, religion, sex, marital status, ancestry, national origin, or color.*

c. Strategies and Actions:

Strategy 3a. Continue to support fair housing laws and organizations that provide fair housing information and enforcement.

Action: Provide financial assistance from CDBG funds to fair housing organizations.

Strategy 3b. Encourage the removal of architectural barriers in existing residential units.

Action: Continue to enforce the building code provisions requiring accessible design.

Strategy 3c. Ensure the availability of financing for affordable housing projects.

Action: Obtain annual Community Reinvestment Act reports from local lenders and negotiate favorable terms for low- and moderate-income homebuyers and multi-family projects.

Issue 4: How can the City help persons in need of housing assistance?
--

a. Discussion:

While most direct housing assistance is funded by federal or state programs, the City can help its residents by providing information on available programs, by assisting with program administration, or by providing additional financial assistance. One of the best known such programs is the Section 8 Rental Assistance Program, which provides rent subsidies to low-income households. This program is administered locally by the Upland Housing Authority.

For persons in need of temporary shelter, there are two existing facilities located within the city – Foothill Family Shelter and Pacific Lifeline. The City can support these activities by providing administrative assistance or direct financial aid. According to the 1997 Homeless Census Preliminary Draft Report for the County of San Bernardino, an estimated 56,000 individuals in San Bernardino County will experience homelessness in a 3-year time span. The typical homeless person is between 30 and 50 years of age and is either a single male or a single female with an average of 3 minor dependent children. The typical homeless person is a high school graduate, who has lived in California for several years, and has been homeless for less than one year.

b. Goals:

Goal 4.1 *Assist low-income persons in obtaining financial aid.*

Goal 4.2. *Assist persons in need of temporary housing in obtaining short-term accommodations.*

c. **Strategies and Actions:**

Strategy 4a. Continue to participate in the Section 8 Rental Assistance Program.

Action: *Continue to support the Upland Housing Authority and its participation in the Section 8 Rental Assistance Program.*

Strategy 4b. Ensure rent stability in the city's mobile home parks.

Action: *Continue to enforce the mobile home rent control ordinance.*

Strategy 4c. Provide financial assistance to low- and moderate-income households in purchasing homes.

Action: *Continue to participate in the Lease-to-Own Program.*

Action: *Provide assistance to first-time homebuyers.*

Strategy 4d. Ensure that all affordable housing assisted with public funds remains affordable for the required time period.

Action: *Monitor all bond-financed projects annually to verify compliance with affordability covenants.*

Strategy 4e. Support the existing transitional housing shelters in the city by providing financial assistance.

Action: *Continue to provide a minimum of \$5,000 per year in financial assistance to the city's transitional housing shelters.*

Issue 5: How can the City encourage energy conservation in residential development?

a. **Discussion:**

State law requires that cities analyze opportunities for energy conservation in residential development as part of their Housing Element review process.

b. **Goals:**

Goal 5: *Reduce residential energy use within the City.*

c. **Strategies and Actions:**

Strategy 5a. Encourage the use of energy conservation features in residential construction and remodeling.

Action: *Continue to participate in the Home Weatherization Program.*

Action: *Maintain and distribute literature on energy conservation, including solar, additional insulation, and subsidies available from utility companies, and encourage*

homeowners and landlords to incorporate these features into construction and remodeling projects.

B. IMPLEMENTATION PROGRAMS

1. Federal Resources

a. HOME Funds

The Home Investment Partnership (HOME) Program is a federal program, created as a result of the National Housing Affordability Act of 1990. Under HOME, HUD awards funds to localities on the basis of a formula which takes into account tightness of the local housing market, inadequate housing, poverty and housing production costs. Localities must qualify for at least \$500,000, based on HUD's distribution formula, to receive direct allocation of funds, or can apply to the state or combine with adjacent jurisdictions.

HOME funding is provided to jurisdictions to assist either rental housing or home ownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing. Also possible is tenant based rental assistance, property acquisition, site improvements, and other expenses related to the provision of affordable housing and for projects that serve a group identified as having a special need related to housing. The local jurisdiction must make matching contributions to affordable housing under HOME, of which Redevelopment Agency Housing Set-Aside funds would be the primary resource. The City utilizes HOME program funds for owner-occupied substantial and other rehabilitation activities as well as rental rehabilitation activities. The City received \$748,600 in 1998 and \$499,800 in 1999 under this program.

b. Community Development Block Grant Program (CDBG)

Through the federal CDBG program, HUD provides funds to local governments for funding a range of community development activities. CDBG grants are awarded to the City on a formula basis for housing activities, including acquisition, rehabilitation, homebuyer assistance, economic development, homeless services and public services. CDBG funds are subject to certain restrictions and cannot be used for new housing construction. CDBG grants benefit primarily persons/households with incomes not exceeding 80% of the County Median Family Income.

c. Section 108 Program

Section 108 is the loan guarantee provision of the CDBG program. This provision provides communities with a source of financing for a variety of housing and economic development activities. All rules and requirements of the CDBG program apply, and therefore all projects and activities must principally benefit low- and moderate-income persons, aid in the elimination or prevention of blight, or meet urgent needs of the community.

Monies received under the Section 108 loan guarantee program are limited to not more than 5 times the applicant's most recently approved CDBG amount, less prior Section 108 commitments. Activities eligible for these funds include: economic development activities eligible under CDBG; acquisition of real property; rehabilitation of publicly-owned property; housing rehabilitation eligible under CDBG; construction, reconstruction or installation of public facilities; related relocation, clearance or installation of public facilities; payment of interest on the guaranteed loan and issuance costs of public offerings; debt service reserves; and public works and site improvements.

Section 108 loans are secured and repaid by pledges of future and current CDBG funds. Additional security requirements may also be imposed on a case by case basis.

d. Mortgage Credit Certificate Program

Under the Mortgage Credit Certificate (MCC) Program, first-time homebuyers receive a tax credit of up to 15% of the mortgage interest paid for the year based on a percentage of the interest paid on their mortgage. This credit typically amounts to \$80 to \$125 month. This tax credit allows the buyer to qualify more easily for home loans as it increases the effective income of the buyer. Under federal legislation, 20% of the allocation must be set-aside for first time homebuyers with incomes between 75% and 80% of the County median income. This program may be used alone or in conjunction with a Down Payment Assistance Loan. The mortgage tax credit allows participants to meet monthly housing costs for households unable to meet monthly market-level payments. Additionally, lenders may write down the cost of the mortgage based on the value of the credit.

MCC funds are generated under the Mortgage Revenue Bond (MRB) allocation. Under the Tax Reform Act of 1984, state and local governments were permitted to exchange some or all of their authority to issue Mortgage Revenue Bonds (MRBs), for the authority to issue MCCs. For every dollar of MRB allocation, the City can exchange 25% of their MRB's for MCC's.

e. Section 8 Rental Assistance Payments/Housing Certificates

The Section 8 program provides rental assistance to low- and moderate-income families, elderly, and disabled persons who spend more than 30% of their monthly income on rent. The subsidy represents the difference between the excess of 30% of the recipients' adjusted gross income and the federally approved fair market rents (FMR). In general, the FMR for an area is the amount that would be needed to rent privately owned, decent, safe and sanitary rental housing. Section 8 assistance is available in the following forms:

- Section 8 Existing Housing Certificate Program - Under the certificate program, the landowner enters into a contract with the Upland Housing Authority (or the San Bernardino County Housing Authority) which establishes limits for the rent which will be subsidized for the very-low-income unit to the Fair Market Rent. Eligible tenants must pay the highest of either 30% of adjusted income, 10% of gross income, or the portion of welfare assistance designated for housing. Housing subsidized through this program must meet standards of safety and sanitation established by HUD.
- Section 8 Existing Housing Voucher Program - This program is similar to the Certificate Program, however, rents are not restricted. The tenant instead must pay the difference between the Fair Market Rent standard and the actual rent.

f. Section 202/811 Housing for Elderly or Handicapped Housing

Under this federally-administered program, direct loans are made to eligible, private nonprofit organizations and consumer operative sponsors to finance development of rental or cooperative housing facilities for occupancy by elderly or handicapped persons. The interest rates on such loans are determined annually. Section 8 funds are made available for all of the Section 202 units for the elderly. Rental assistance for 100% of the units for handicapped persons has also recently been made available. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities.

Private, nonprofit sponsors may qualify for Section 202 no-interest capital financing loans. Households of one or more persons, the head of which is at least 62 years old or is a qualified non-elderly handicapped person between the ages of 18 and 62, are eligible to live in these units.

g. *Housing Opportunities for Persons with AIDS (HOPWA)*

The federally-administered HOPWA program provides entitlement and competitive grants for housing assistance and supportive services for persons with AIDS. Funds can be used for:

- Acquisition, rehabilitation, lease and repair of facilities;
- New construction;
- Project-based or tenant-based rental assistance;
- Planning and support services;
- Operating costs;
- Short-term rent, mortgage, and utility payments;
- Administrative expenses.

h. *Supportive Housing*

The Supportive Housing Programs provide grants to public and private non-profit entities to promote the development of supportive housing and services. These grants are disbursed by HUD, with recipients selected on the basis of a competitive application screening process. Funds may be used for: acquisition of property; rehabilitation; new construction (under certain limitations); leasing of structures; operating and supportive services costs.

Grants for operating costs may be for up to 75% for the first two years and 50% for the subsequent three years. Grants for other types of activities require matching funds from the recipient.

i. *Federal Emergency Shelter Grants (FESG)*

This federal program provides grants to improve the quality of existing shelters and/or increase the number of new shelters for the homeless. Grants are awarded to local non-profits through the State. Eligible activities include acquisition, new construction or rehabilitation of homeless facilities, and provision of support services.

j. *Shelter Care Plus*

This federally-administered competitive program provides grants for rental assistance for permanent housing and case management for homeless individuals with disabilities and their families.

k. *Home Ownership for People Everywhere (HOPE)*

The federally administered HOPE programs provide homeownership assistance awarded on a competitive basis.

- **Hope I (Public Housing Homeownership) Program:** The HOPE I program provides grants to assist residents of public housing to become homeowners. These grants can be of two forms: planning grants and implementation grants. Planning grants may be up to \$200,000 and do not require matching funds. Implementation grants support the actual cost of developing, acquiring, and/or rehabilitating the housing. While there is no maximum amount for the implementation grants, they require local matching funds from non-federal sources.
- **HOPE II (Homeownership of Multi-family Units) Program:** The HOPE II program provides grants to assist low-income persons become homeowners through use of multi-family rental properties. Like HOPE I grants, these funds may be earmarked for either planning or implementation. Planning grants may not exceed \$200,000 and do not require matching funds. Implementation grants may not exceed 120 times the FMR and require non-federal matching of at least 33%.
- **HOPE III (Homeownership for Single-Family Homes):** The HOPE III program provides grants to assist low-income persons to achieve homeownership. Both planning grants and implementation grants are available. Both grants are competitive, with applicants for planning grants up to \$100,000 competing in a national pool, and applicants for implementation grants up to \$3,000,000 competing in a regional pool.

2. State Resources and Programs

a. California Housing Finance Agency (CHFA)

CHFA provides below-market interest rate mortgage capital through the sale of tax-exempt notes and bonds.

- **Home Mortgage Purchase Program:** CHFA sells tax-exempt Mortgage Revenue Bonds to provide below-market financing through approved private lenders to first-time homebuyers for the purchase of new or existing homes. The program operates through participating lenders who originate loans for CHFA purchase.
- **Self-Help Housing Program:** CHFA assists nonprofit housing development corporations which acquire land, provide building plans, and package loans for self-help housing. Families, under the supervision of nonprofit corporations, provide the majority of the construction labor. CHFA makes commitments to self-help corporations for low-interest mortgages and provides credit enhancements to lenders who provide construction financing and preferential interest rates.
- **Multi-family Rental Housing Mortgage Loan Program:** This program finances the construction or substantial rehabilitation of projects containing 20 or more units. 20% of the units in a project must be set aside for low-income tenants at affordable rents for the greater of 15 years or as long as the mortgage is outstanding.

b. Low-Income Housing Tax Credit (LIHTC) Program

This State program provides for federal tax credits for private developers and investors who agree to set aside all or a portion of their units for low-income households and the elderly for no less than 15 years. A minimum of 20% of the units must be made available to families whose income is less than 50% of the County median income or 40% of the units must be made available to families whose income is up to 80% of the median.

Developers and investors must apply for an allocation of housing units from the State Allocation Committee, administered by the Tax Credit Allocation Committee. While the program is beneficial in adding low-income housing units to the local housing stock, the statewide allocations are limited under this program and the application process is expensive for the developer. In addition, single resident and elderly rental projects are not competitive based on the State's selection criteria.

3. Local Resources and Programs

a. Emergency Repairs Program

The Emergency Repairs Program was originated in 1999 and provides grants of up to \$2,000 from RDA Set-Aside funds for minor home repair for very-low-income persons, including seniors and disabled homeowners.

b. Housing Improvement Program (HIP)

The purpose of the HIP program is provided decent, safe and sanitary housing to Upland's low-income homeowners. HIP provides deferred or amortized loans up to \$25,000 to homeowners to make necessary repairs to their homes. Assistance is typically provided in the form of a no-interest, deferred loan. The loan is due and payable when the property is sold, or ownership is transferred. The City holds a lien against the house until the loan is repaid. Since January 1995, a total of 44 households have received this assistance. Updated expenditures for the program are: \$505,071 in 1995, \$204,140 in 1996, \$17,000 in 1997, \$238,000 in 1998 and \$190,000 in 1999.

c. First-Time Homebuyer Program

This program is available to families and individuals who want to purchase a home in the City, but are unable to qualify and/or come up with the necessary down payment without financial assistance. The City provides down payment assistance, up to 20% of the purchase price (which cannot exceed \$150,000), in the form of a 5% simple interest loan. The loan is deferred until sale of the home or transfer of title. The City holds a second deed of trust on the property until the loan is repaid upon sale or ownership transfer. Households eligible for the program can earn up to 80% of the County median income. In 1998 \$475,000 was allocated to this program and \$286,000 was allocated in 1999.

d. Senior Housing

The Redevelopment Agency assisted in the development of the Coy D. Estes Senior Housing Program in the Town Center Project Area. This project provided a total of 130 units. The majority of the units (111) are affordable to very-low-income seniors, and 19 units are at market rate. The Agency contributed \$4 million in low- and moderate-income funds, including \$1.2 million for site acquisition and relocation; \$2.8 million for construction and permanent financing. The Agency formed Upland Community Housing, Inc. (UCHI), a non-profit agency, and the Upland Senior Housing Limited Partnership to facilitate financing of the project. The project was completed in June 1997.

e. Foothill Family Shelter

The Redevelopment Agency provides on-going assistance to this shelter (formerly St. Mark's Shelter) in the form of annual mortgage assistance in the amount of \$5,000. The Agency entered into a 10-year agreement with the shelter provider for the purpose of debt reduction. The shelter is an 8-apartment, transitional shelter facility that serves homeless families with children. The shelter is located in Upland and also receives assistance from two surrounding communities.

f. Rental Rehabilitation Program

The Rental Rehabilitation program is designed to increase the supply of decent, affordable housing for lower-income tenants, and to encourage rental owners to maintain Upland's housing stock and neighborhoods. The majority of the tenants must be lower-income families to qualify for funding. Rents in the rehabilitated buildings must be below HUD's fair market rents for the area. Funding to the property owners is in the form of a low-interest loan, not to exceed 5%. The loan may be amortized for up to 30 years and is due and payable not later than the tenth year. Participating landlords must comply with substantial tenant screening and property maintenance requirements. Since 1995, 192 units have been assisted by this program.

g. Lease-to-Own Home Ownership Program

In Fiscal Year 1996-97, the City of Upland formed a Joint Powers Authority (JPA) with nine other cities to implement an innovative Lease-to-Own First-Time Homebuyer program. This program grants down payment assistance and closing costs to participants. The JPA offers a lease-to-own purchase arrangement to eligible purchasers (up to 140% of the median income). Purchasers pay a one-time program fee and agree to pay rent for 38 months in exchange for the grant and the JPA pays both principal and interest on the mortgage for the 38-month lease period. At the end of this period, the participant assumes a partially amortized mortgage with 27 years remaining. It is anticipated that this program may be used as a supplement to the First-Time Homebuyer Program.

h. Mortgage Revenue Bonds and Variance/Density Bonuses

Redevelopment agencies and cities are authorized to issue mortgage revenue bonds (MRBs) under State law. MRBs take advantage of the local government's ability to obtain low-interest, tax-exempt financing. Proceeds of the bonds are used to make loans which are secured by mortgages. In exchange for favorable financing terms, units assisted with MRBs are required to set-aside 20% of their units as affordable to very-low- and low-income households. There are six bond projects in the City. In addition, the City, as a condition for granting variances on two multi-family projects, required developers to set aside 20% of their units as affordable to very-low- and low-income households. Table 52 summarizes information on the bond-assisted and variance projects.

i. Upland Community Redevelopment Agency

The Upland Community Redevelopment Agency (Agency) was established for the primary purpose of effecting the elimination of blight and stimulating the City's economic base through development of new public improvements, commercial and industrial projects, and affordable housing. Of the Agency's seven redevelopment project areas, five project areas have been merged into the Amended Merged Project (the remaining two project areas are currently in litigation). The 894-acre Merged Project Area extends in irregular patterns throughout the City and contains a mixture of commercial, industrial, and residential properties primarily lining the Foothill Boulevard and Mountain Avenue corridors. The project area boundaries are shown in Exhibit 2.

As required by the California Community Redevelopment Law §33334.2, the Agency must use at least 20 percent of tax increment revenue to increase, improve, and preserve the supply of very low-, lower-, and low- and moderate-income housing in the community. According to the City of Upland Five-Year Implementation Plan for 1999-2004 (December 1999), a total of \$5,965,000 will be available in the Low- and Moderate-Income Housing Fund during this 5-year period. Table 51 illustrates the annual allocation of these funds.

Exhibit 2 Existing Redevelopment Project Areas

TABLE 51
UPLAND COMMUNITY REDEVELOPMENT AGENCY
ESTIMATED LOW/MODERATE INCOME HOUSING FUND EXPENDITURES 1999 - 2004

<i>Fund Activity</i>	<i>1999-00</i>	<i>2000-01</i>	<i>2001-02</i>	<i>2002-03</i>	<i>2003-04</i>	<i>5 Yr. Total</i>
Rehabilitation	\$425,000	\$200,000	\$210,000	\$210,000	\$210,000	\$1,255,000
Infrastructure	\$250,000	\$100,000	\$110,000	\$110,000	\$110,000	\$680,000
Substantial Rehabilitation	\$50,000	\$100,000	\$110,000	\$110,000	\$110,000	\$480,000
New Construction	\$0	\$0	\$0	\$0	\$0	\$ 0
Administration	\$240,000	\$200,000	\$210,000	\$220,000	\$230,000	\$1,100,000
Debt Service Payments	\$242,000	\$552,000	\$552,000	\$552,000	\$552,000	\$2,450,000
TOTAL	\$1,207,000	\$1,152,000	\$1,192,000	\$1,202,000	\$1,212,000	\$5,965,000

Source: Upland Community Redevelopment Agency Five-Year Implementation Plan 1999-2004. December 13, 1999

Table 51 includes Redevelopment Agency funding for the following housing programs: Affordable Housing Incentive, Senior Housing, Infill Housing, First-Time Homebuyer, Single-Family Rehabilitation, Apartment Acquisition, Emergency Repair, and Homeless Transitional Shelter/Emergency Shelter Voucher. While the Agency's current Five-Year Implementation Plan does not currently project funding for new construction, the Agency may amend the Implementation Plan to include new construction projects based on project feasibility. For more information regarding these programs please refer to Table 53 – *Housing Action Plan Summary*.

TABLE 52
INVENTORY OF BOND, HOME AND VARIANCE SET-ASIDE UNITS

Project	Location	Total Units	Program	Affordable Set-Aside Units		Expiration
				Very Low	Low	
Sunset Ridge	Project Area No. 7	108	Bond	16 ¹	0 ¹	2029 ³
Village Apartments	Project Area No. 7	72	Bond, RDA	20 ²	0 ²	2029 ³
Arrow Point	Arrow Benson Component Area	136	Variance & Density Bonus	12	16	Nov. 2014
Highland Hills	Outside Project Areas	64	Variance	6	7	March 2015
Mountain Springs	Outside Project Areas	340	Bond	3	65	Nov. 15, 2028
Northwood Apts. Phase I	Arrow Benson Component Area	156	Bond	--	30	March 1, 2024
Northwood Apts. Phase II	Arrow Benson Component Area	168	Bond	--	34	March 1, 2024
Upland Village Green	Outside Project Areas	186	Bond	24	23	2006
Alpine Woods	Outside Project Areas	137	Bond (CSCDA)	--	137 ⁴	2029 ³
Arbor Park	Outside Project Areas	260	Bond (CSCDA)	--	104	2028 ³
Coy Estes	Town Center Project Area	130	Bond (CHFA)	111	--	2026 ³
Country Club	Outside Project Areas	80	HOME	15	58	2004
342-346 Stillman	Outside Project Areas	8	HOME	2	6	2005
388-394 Stillman	Outside Project Areas	8	HOME	2	6	2005
Total						

¹ Formerly the American Apartments.

² Formerly the Armstrong Apartments.

³ Estimated 30 years from date of bond issue.

⁴ Lower income units qualified at 60% of median income.

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City of Upland
HOUSING ELEMENT UPDATE

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source ¹	Responsible Agency	Time Frame
GOAL 1. To assist in the development of adequate housing to meet the City's fair share of the region's housing needs for all economic segments of the population, including low- and moderate-income households.						
Strategy 1a. Provide incentives to private developers who agree to make new affordable units available to low- and moderate-income households.	Encourage property owners and developers to build affordable units by offering incentives such as density bonus, expedited permit processing, tax-exempt conduit financing, and direct financial assistance in exchange for a commitment to provide units at affordable prices or rents.	Affordable Housing Incentive Program (pursuant to CCRL Sec 33334.2(e))	315 new units (145 Very-Low) (166 Low) (4 Moderate)	Private sector, HOME, RDA Set-Aside, CDBG, General Fund	Upland Redevelopment Agency, Community Development Department	2000-2005
Strategy 1b. Identify specific undeveloped areas and under-utilized properties that are suitable for higher-density apartment and condominium development.	Identify a candidate site for the development of an affordable senior housing project with the objective of providing 250 new senior affordable units by 2005.	Senior Housing	500 new units (250 Very-Low) (130 Low) (120 Mod)	Private sector, mortgage revenue bonds and redevelopment agency set-aside.	Upland Redevelopment Agency, Community Development Department	2000-2005
	Identify vacant and underutilized candidate sites in the Town Center area and/or along Foothill Boulevard or any other redevelopment project area where high-quality multi-family and condominium development would be a catalyst for the area's	Infill Housing Program	60 units (20 Very-Low) (20 Los) (20 Mod)	Private sector, RDA Set-Aside, HOME, CDBG	Upland Redevelopment Agency, Community Development Department	2000-2005

VI. Five-Year Action Plan

TABLE 53
HOUSING ACTION PLAN SUMMARY

<i>Goal/Strategy</i>	<i>Actions</i>	<i>Implementation Programs</i>	<i>Plan Objective</i>	<i>Funding Source ¹</i>	<i>Responsible Agency</i>	<i>Time Frame</i>
	revitalization and would stimulate additional private investment with the objective of providing 60 new affordable units by 2005.					
Strategy 1c. Continue the use of creative planning concepts such as specific plans and mixed-use development as a means of enhancing housing diversity and choice.	Specific plans allow large areas to be planned in a manner that encourages the efficient use of infrastructure and other resources and maximizes the compatibility between different land uses. Planning for the major undeveloped area of the city (The Colonies) is being done through the specific plan process. Any new large-scale development will be encouraged to utilize the specific plan concept.	General Plan implementation	Continue to use appropriate planning concepts to facilitate housing development.	General Fund	Community Development Department	Ongoing
Strategy 1d. Encourage the development of second units in appropriate residential areas and with appropriate development standards in order to provide additional affordable housing opportunities without creating unacceptable impacts to existing neighborhoods.	Review the second unit ordinance and revise, if necessary, to encourage second units in suitable areas with appropriate development standards and allow construction of second units for qualifying senior citizens without a Conditional Use Permit.	Second units (Grannie flats)	40 units (20 Very-Low) (10 Low) (10 Moderate)	General fund	Community Development Department	2001 (ordinance revision) 2000-2005 (unit production)

The Planning Center
City of Upland
HOUSING ELEMENT UPDATE

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source ¹	Responsible Agency	Time Frame
Strategy 1e. Evaluate the City's policies, codes, development review procedures and fees as part of the Housing Element update cycle to ensure that they do not represent unjustified constraints to the development, maintenance and improvement of housing.	The City conducted a review of its policies, codes, development procedures and fees as part of the Housing Element update effort (see Housing Element Section IV). This review concluded that the City's procedures and fees are reasonable and do not present an unnecessary constraint to the production of housing.	General Plan implementation	Ensure that the City's fees, policies, codes and procedures are reasonable.	General Fund	Community Development Department	Ongoing
Goal 2. To conserve and improve the condition of the existing housing stock, especially affordable housing.						
Strategy 2a. Continue to use all available federal, state and local funds to assist housing rehabilitation.	Continue to use redevelopment agency housing set-aside funds and federal HOME funds to finance housing rehabilitation.	Single-Family Rehabilitation Program (aka Housing Improvement Program)	120 units (20 very low) (100 low)	RDA Set-Aside HOME	Upland Redevelopment Agency	2000-2005
		Rental Rehabilitation Program	164 units (24 very low) (120 low) (20 moderate)	RDA Set-Aside HOME	Upland Redevelopment Agency	2000-2005
		Emergency Repairs Grant Program	100 very-low-income units	RDA Set-Aside	Upland Redevelopment Agency	2000-2005
Strategy 2b. Preserve the affordability of federal, state and city subsidized units threatened with conversion to market rates.	As part of this Housing Element Update effort, the City has prepared an inventory of units eligible to convert to market rate during the next 10 years. (see Housing Element Section IV.C.2) The City will contact these property owners prior to conversion to market rate and recommend	Preservation of At Risk Units	Preserve 16 very-low-income units; work with apartment owners to obtain tax-exempt status.	HOME, RDA Set-Aside, multi-family revenue bonds.	Upland Housing Authority, Community Development Department	2000-2010

VI. Five-Year Action Plan

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source ¹	Responsible Agency	Time Frame
	appropriate action to preserve these affordable units if necessary.					
	Assist eligible non-profit buyers in acquiring market rate apartments using mortgage revenue bonds with a portion of the units made available to lower-income households at affordable rents.	Apartment Acquisition; Real Estate Affordability Credit	180 units (total); (36 very-low) (144 moderate)	Mortgage Revenue Bonds and private funds	Upland Redevelopment Agency	2000-2005
Strategy 2c. Enhance the quality of existing residential neighborhoods by including adequate maintenance of public facilities in the City's capital improvement program and requiring residents and landlords to maintain their properties in good condition.	Continue the City's code enforcement and graffiti removal programs.	Code Enforcement Program	Prevent the loss of existing units from the housing stock.	General Fund, CDBG	Police Department	Ongoing
		Graffiti Removal Program	Prevent neighborhood deterioration.	General Fund, CDBG	Police Department	Ongoing
	Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program.	Capital Improvement Program	Maintain adequate infrastructure in existing neighborhoods and provide infrastructure to new developments.	Measure I, gas tax, Redevelopment Agency set-aside funds.	Public Works Department	Ongoing
	Continue to participate in the CDBG program.	Community Development Block Grant Program	Assistance to low-income persons (various objectives)	HUD	Community Development Department	2000-2005

City of Upland
HOUSING ELEMENT UPDATE

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source ¹	Responsible Agency	Time Frame
	Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability. Where appropriate, the development of additional units may be permitted as one incentive.	Five-Star Program Problem-Oriented Policing Program	75 units (40 Very Low) (35 Low)	General fund	Police Department	2000-2005
Strategy 2d. Preserve the affordability of apartment units that are converted to condominiums.	Develop a Condominium Conversion Ordinance requiring that a portion of units be made available to low- and moderate-income buyers in exchange for the City's financial assistance.	Zoning Code Implementation	Make 10% of all condo conversions available to first-time homebuyers.	General Fund	Community Development Department	2000-2005
Goal 3. To promote housing opportunities for all persons regardless of race, age, religion, sex, marital status, ancestry, national origin, or color.						
Strategy 3a. Continue to support fair housing laws and organizations that provide fair housing information and enforcement.	Provide financial assistance from CDBG funds to fair housing organizations.	Fair Housing Program	Provide financial support to organizations that investigate and take appropriate action on all housing discrimination complaints in the city.	CDBG	Upland Redevelopment Agency	Ongoing

VI. Five-Year Action Plan

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source ¹	Responsible Agency	Time Frame
Strategy 3b. Encourage the removal of architectural barriers in existing residential units.	Continue to enforce building code provisions requiring accessible design.	Building Code enforcement; ADA compliance	Ensure compliance with existing accessibility requirements.	General fund; private sector; HOME; CHFA	Building Department, Upland Redevelopment Agency, Community Development Department	Ongoing
Strategy 3c. Ensure the availability of financing for affordable housing projects.	Obtain annual Community Reinvestment Act reports from local lenders and negotiate favorable terms for low- and moderate-income homebuyers and multi-family projects.	Community Reinvestment Act Program	Annual review of CRA reports; encourage financing availability for affordable housing projects.	General fund, Local lending institutions	Community Development Department	Ongoing
Goal 4.1 Assist low-income persons in obtaining financial aid.						
Strategy 4a. Continue to participate in the Section 8 Rental Assistance Program.	Continue to support the Upland Housing Authority and its participation in the Section 8 Rental Assistance Program.	Section 8 Rental Assistance Program	Continue to administer 579 Section 8 certificates.	HUD	Upland Housing Authority, County Housing Authority	Ongoing
Strategy 4b. Ensure rent stability in the city's mobile home parks.	Continue to enforce the mobile home rent control ordinance.	Mobile Home Rent Control Program	Maintain rent stability for the city's 860 mobile home occupants.	Redevelopment Agency	Redevelopment Agency	Ongoing
Strategy 4c. Provide financial assistance to low- and moderate-income households in purchasing homes.	Continue to participate in the Lease-to-Own Program.	Lease-to-Own Program	160 buyers assisted. (10 Low) (50 Moderate) (100 Above mod)	Mortgage revenue bonds.	California Cities Home Ownership Authority (CCHOA)	2000-2005
	Provide assistance to first-time homebuyers in targeted areas.	First-Time Homebuyer Program	100 Low-income units	HOME & RDA set-aside	Upland Redevelopment Agency	2000-2005
Strategy 4d. Ensure that all affordable housing assisted with public funds remains affordable for the required time period.	Monitor all bond-financed projects annually to verify compliance with affordability covenants.	Bond Administration Program	Annual verification of compliance.	RDA set-aside, bond proceeds.	Upland Redevelopment Agency	2000-2005

City of Upland
HOUSING ELEMENT UPDATE

**TABLE 53
HOUSING ACTION PLAN SUMMARY**

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source ¹	Responsible Agency	Time Frame
Goal 4.2 Assist persons in need of temporary housing in obtaining short-term accommodations.						
Strategy 4e. Support the existing transitional housing shelters in the city by providing financial assistance.	Continue to provide a minimum of \$5,000 per year in financial assistance to the city's transitional housing shelters.	Homeless Transitional Shelter/Emergency Shelter Voucher Program	Allocate \$5,000 per year to shelters.	RDA Set-Aside, HOME, CDBG, HCD, private donations	Upland Housing Authority, Upland Redevelopment Agency, Foothill Family Shelter	2000-2005
Goal 5: Reduce residential energy use within the City.						
Strategy 5a. Encourage the use of energy conservation features in residential construction and remodeling.	Continue to participate in the Home Weatherization Program.	Home Weatherization Program	50 units (15 Very Low) (15 Low) (20 Mod)	Private utilities, San Bernardino County	San Bernardino County Department of Aging	Ongoing
	Maintain and distribute literature on energy conservation, including solar, additional insulation, and subsidies available from utility companies, and encourage homeowners and landlords to incorporate these features into construction and remodeling projects.	General Plan Implementation Program	Make energy conservation literature available.	General fund	Upland Redevelopment Agency, Community Development Department, Building Department.	2000-2005

VI. Five-Year Action Plan

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C. QUANTIFIED OBJECTIVES

1. New Construction

The City's quantified objectives for new construction for each program during the 1998-2005 time period are shown in Table 54. It should be noted that achievement of these objectives will be dependent on many factors beyond the City's control, such as funding availability, interest rates and general economic conditions.

**TABLE 54
NEW CONSTRUCTION
QUANTIFIED OBJECTIVES SUMMARY 1998 - 2005**

	<i>Very-Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>TOTAL</i>
Affordable Housing Incentive Program	145	166	4	0	315
Senior Housing Program	250	130	120	0	500
Infill Housing Program	20	20	20	0	60
Second Units	20	10	10	0	40
Market Rate	0	0	265	1,170	1,435
TOTALS	435	326	419	1,170	2,350

2. Rehabilitation

Table 55 shows the City's quantified objectives for rehabilitation programs by income category.

**TABLE 55
REHABILITATION
QUANTIFIED OBJECTIVES SUMMARY 1998 - 2005**

	<i>Very-Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>TOTAL</i>
Single-Family Rehabilitation Program	20	100	0	0	120
Rental Rehabilitation Program	24	120	20	0	164
Emergency Repairs Grant Program	100	0	0	0	100
TOTALS	144	220	20	0	384

3. Preservation

The City's objectives for preservation programs are shown in Table 56.

TABLE 56
PRESERVATION
QUANTIFIED OBJECTIVES SUMMARY 1998 - 2005

	<i>Very-Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>TOTAL</i>
At-Risk Units	16	0	0	0	16
Apartment Acquisition	36	144	0	0	180
Section 8	579	0	0	0	579
Mobile Home Rent Control	172	516	86	86	860
1 st Time Homebuyer	0	100	0	0	100
Lease-to-Own Program	0	10	50	100	160
5-Star Program	40	35	0	0	75
Home Weatherization	15	15	20	0	50
Code Enforcement	n.a.	n.a.	n.a.	n.a.	n.a.
TOTALS	858	820	156	186	2,020

APPENDIX A. EVALUATION OF POTENTIAL HOUSING SITES

Background

As required by state law, the City has conducted an assessment of the development capacity of vacant and underutilized land in relation to the City's fair share of regional housing need (see Section IV.B.1). This assessment concluded that based on existing land use designations, vacant parcels have a capacity of about 1,582 units. The City's fair share of regional housing needs has been identified as 2,350 units, and a total of 383 units have been built during this RHNA period, resulting in a net shortfall of about 385 units (see Table 50).

In response to this gap between housing needs and development capacity, the City has already begun the process of identifying potential sites for additional housing. The first step was to examine vacant parcels, including those with non-residential land use designations, and parcels where there is a potential for residential redevelopment. A list of evaluation criteria was then prepared to assist in rating each potential site for its residential development feasibility. Table A1 contains a list of candidate sites along with a preliminary estimate of the number of units that could potentially be developed on each site. The location of each site is shown in Exhibit A1. The evaluation process was conducted through a public meeting of the Council Advisory Committee on February 16, 2000, a Community Workshop on February 29, 2000, and a Planning Commission Workshop on August 23, 2000.

The results of this evaluation confirm that there are sufficient vacant and underutilized sites to accommodate the City's fair share of the region's new housing need at each income level. Whether these sites are actually developed with housing during the timeframe of this Housing Element will depend on a variety of factors including the general health of the economy, market trends, and individual decisions by private developers and investors. The Action Plan described below identifies specific steps the City will take in pursuit of its housing objectives.

Affordable Housing Action Plan

In order to meet the City's quantified objectives shown in Table 54 the City is committed to the Affordable Housing Action Plan listed below.

- | | |
|---------------------|---|
| Strategy 1b. | Identify specific undeveloped areas and under-utilized properties that are suitable for higher-density apartment and condominium development through an opportunity-based program. |
| Action | <i>Identify candidate sites for the development of affordable senior housing projects with the objective of providing 500 new senior affordable units by 2005.</i> |
| Action: | <i>Identify vacant and underutilized candidate sites in the Town Center area and/or along Foothill Boulevard or any other redevelopment project area where high-quality multi-family and condominium or mixed-use development would be a catalyst for the area's revitalization and would stimulate additional private investment with the objective of providing 375 new affordable units by 2005.</i> |
| Action: | <i>Provide assistance to first-time homebuyers in targeted areas.</i> |

In order to implement this affordable housing action plan the following milestone targets have been established:

February 1, 2001

Commence outreach for the affordable housing opportunity-based program to identify properties that are most promising for residential development and owners that are interested in working with the City to develop new housing.

Site 2, Arrow Highway/Grove. Contact property owners.

Site 6, Foothill Study Area. Complete Economic Development Study.

Site 7, Arrow Highway West. Continue to monitor and contact property owners.

Initiate collaborative discussions with potential non-profit or for-profit developers and identify potential funding sources.

Site 3, Arrow Highway Church Property

July 1, 2001

Identify the specific sites that the City will commit for affordable housing development and initiate entitlement processing (e.g., general plan, zone change, conditional use permit, increase in density) as necessary. Based on the vacant land deficit shown in Table 50, it would require rezoning at least 37 acres of land at a minimum density of 20 units per acre to achieve the stated objectives. The City's commitment reflects the understanding that the actual project density will be determined at the time of project review in consideration of site characteristics, incentives and other factors on a project-by-project basis.

Site 2, Arrow Highway/Grove. Initiate General Plan/Zone Change for residential project.

Site 3, Arrow Highway Church Property, Continue discussion with property owners to develop projects.

Site 6, Foothill Study Area. Initiate land use entitlement changes for preferred sites identified for residential development. (As appropriate.)

Site 7, Arrow Highway West. Continue to monitor and contact property owners.

The following table summarizes the development potential of the targeted sites.

**TABLE A1
HOUSING SITES EVALUATION
TARGETED SITES**

<i>Sites</i>	<i>Acres</i>	<i>Land Use</i>	<i>Very Low</i>	<i>Low</i>	<i>Mod</i>	<i>Above Mod</i>	<i>Total</i>	<i>Action Needed to Facilitate Residential Development</i>
2. Arrow Hwy/Grove	13.1	Neighborhood Shopping	100	50	-	-	150	General Plan Amend/Zone Change
3. Arrow Hwy Church Property	5.8	Institutional/ Institutional (SP)	100	95	-	-	195	CUP
6. Foothill study area	100+	7-12 du/ac, Flood Control, Hwy Commercial	100	75	100	100	375	CUP
7. Arrow Highway West	13	Commercial /Industrial (SP)	25	-	80	-	105	Specific Plan/Zone Change/
TOTAL UNITS			325	220	180	100	825	

The following table summarizes candidate sites which have general plan and zoning entitlements to allow residential development for the units identified in the table below.

**TABLE A2
HOUSING SITES EVALUATION
SITES WITH GENERAL PLAN AND ZONING ENTITLEMENTS**

<i>Sites</i>	<i>Acres</i>	<i>Land Use</i>	<i>Very Low</i>	<i>Low</i>	<i>Mod</i>	<i>Above Mod</i>	<i>Total</i>	<i>Action Needed to Facilitate Residential Development</i>
1. The Colonies	283.7	Residential/ Commercial (SP)	130	100	251	998	1,479	No action req.
4. 5th Ave site	0.9	12-20 du/ac	-	-	5	13	18	No action req.
5. Mesa Court	6.8	Commercial Professional	-	5	50	-	55	No action req.
Infill sites/2nd units	Varies	Varies	20	10	10	-	40	No action req.
TOTALS			150	115	316	1011	1592	

July 1, 2002

Develop conceptual plans and identify developer(s) and funding sources for specific project sites. Funding could include reasonably available incentives to reduce per unit costs, including but not limited to the use of Redevelopment Agency LMI housing set-aside funds.

Candidate sites include:

Site 2, Arrow Highway/Grove.

Site 3, Arrow Highway Church Property

Site 6, Foothill Study Area.

Site 7, Arrow Highway West.

July 1, 2003

Site acquisition and award of construction contracts.

July 1, 2004

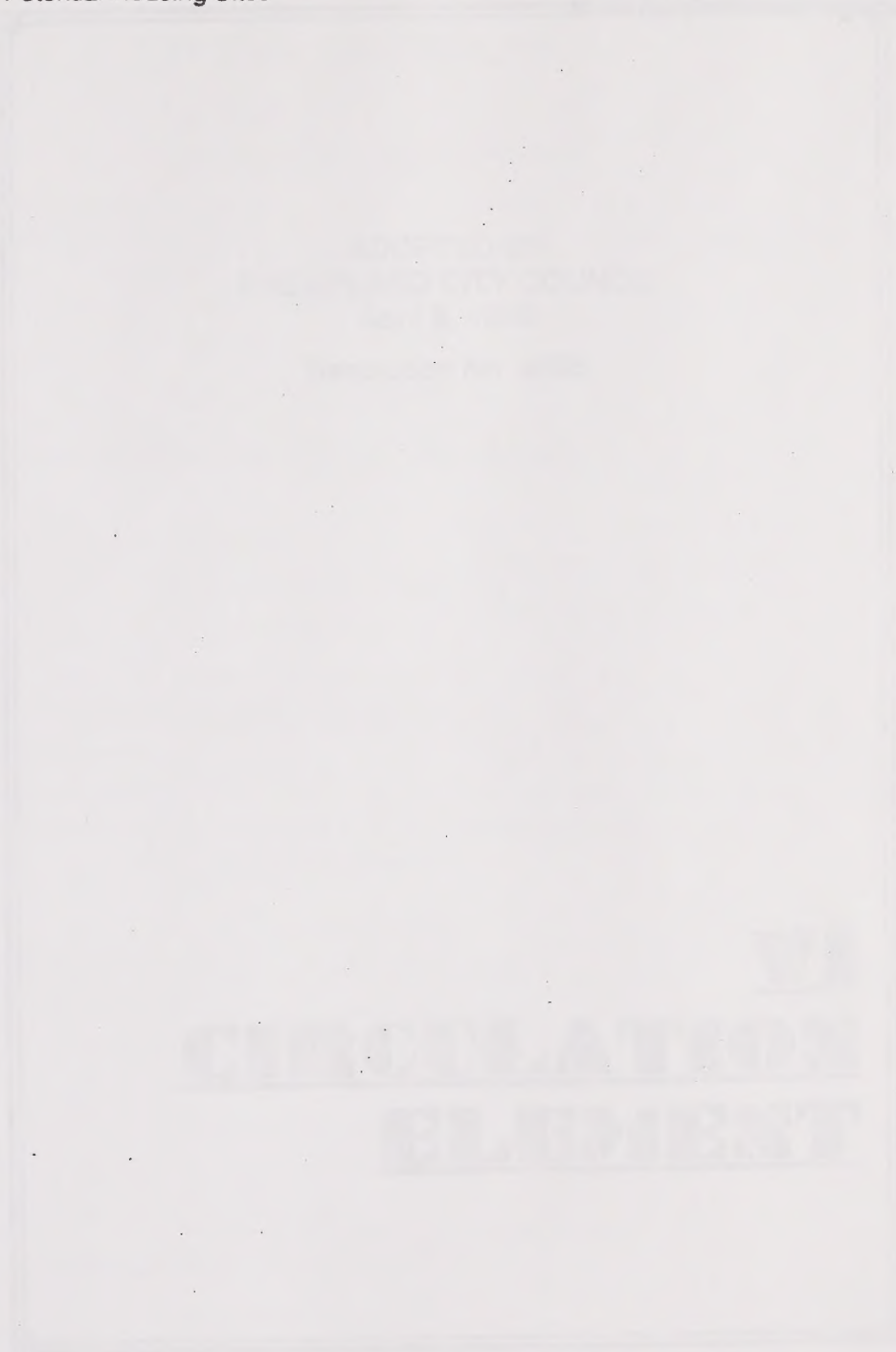
Occupancy

TABLE A3
CUMULATIVE TOTAL FOR FIVE YEAR ACTION PLAN

<i>Sites</i>	<i>Very Low</i>	<i>Low</i>	<i>Mod</i>	<i>Above Mod</i>	<i>Total</i>
TOTAL	475	335	496	1,111	2,417
Net Housing Need 2000-20051	435	326	354	852	1,967
Surplus (Deficit)	40	9	142	259	450

The City's progress toward these objectives and milestones will be monitored and reported in the annual Housing Element progress report required by Govt. Code Sec. 65400(b)(1) and the One-Year Action Plans prepared as part of the Consolidated Plan process.

Exhibit A1 Potential Housing Sites



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ADOPTED BY
THE UPLAND CITY COUNCIL
April 8, 1996

Resolution No. 4695

VI
CIRCULATION
ELEMENT

ELECTED OFFICIALS

CITY COUNCIL

Mayor Robert R. Nolan Councilmember David Stevens
Mayor Pro Tem Tom Thomas Councilmember Elizabeth M'Donough
 Councilmember Gail Horton

APPOINTED OFFICIALS

CITY MANAGER

Martin E. Thouvenell

CITY ATTORNEY

James Markman

PLANNING COMMISSION

Chairman Joe A. Ramos Commissioner Eldon McColl
Vice Chairman Sue Sundell Commissioner John Nisbet
Commissioner Ora Lampman Commissioner van Balgooy
 Commissioner Peter Steer

PUBLIC WORKS DEPARTMENT

Transportation & Development Services
Rob Turner, Public Works Director

Contact Person:

Land Use Element--

Sylvia Scharf, AICP, Senior Planner

Circulation Element--

Tom Danna, Transportation Engineer

(909) 931-4130

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INTRODUCTION

A. Purpose

The Circulation Element concerns itself with the movement of people and goods along Upland's transportation network. Upland's transportation network consists of highways, streets, pedestrian paths, bikeways, air transport, buses, rail and paratransit services.

Preparation and adoption of this Circulation Element responds to the community's need for a balanced, multi-modal transportation system that is sensitive to land uses and the environment.

B. Relationship to Other Elements

California Government Code Section 65302(b) requires that all General Plans include a Circulation Element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and other local public utilities and facilities, all correlated with the Land Use Element of the General Plan.

The Circulation Element evaluates transportation circulation needs within the City and recommends circulation improvements that will accommodate the demands for transportation service generated by the Land Use Element of the General Plan. In turn, the Land Use Element prescribes appropriate land uses that are compatible with the volumes and types of traffic for the transportation network.

The Circulation Element maintains a functional relationship with the Noise Element in the determination of ambient noise levels, land use compatibility, and circulation planning principles to provide an environmentally balanced community. Transportation routes of scenic value are described in the Scenic Highways Element, as are implementation measures to protect and enhance their scenic attributes.

EXISTING CONDITIONS

A. Regional Circulation

The City of Upland is currently served by the San Bernardino Freeway (Interstate Highway 10 or I-10) which carries east/west traffic through the San Bernardino and San Gabriel Valleys. Main freeway access into the City is by way of off-ramps located at Mountain and Euclid Avenues. The I-10 is the major route for commuter travel and the movement of goods into the City. *Figure 1 Master Plan of Streets and Highways* indicates location of the I-10 through Upland and also the proposed alignment for the Foothill Freeway (State Route 30 or Route 30).

Route 30 will parallel the I-10, adding a second east/west circulation corridor between the San Bernardino and San Gabriel Valleys. It will run parallel and between 19th and 20th Streets in the northern portion of Upland. Design of the Route 30 freeway includes off-ramps into the City at Mountain and Campus Avenues. Upon completion, Route 30 will link State Route 210 with Interstate Highway 215. The segments between State Route 210 and the city of La Verne have been constructed. Remaining segments of Route 30 are tentatively scheduled for the start of construction in 1998.

B. Streets/Highways

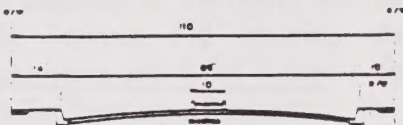
Public Streets

The most efficient public street system is one that offers a variety of streets, each having its own functional characteristics. Classifications of such a street system are based on a functional hierarchy, defined by number of travel lanes, roadway width (curb-to-curb), right-of-way (public property line to public property line) and traffic volumes. These classifications are established to provide minimum street design standards, but also to provide flexibility of design to respond to the unique and sensitive environment of the City.

The City of Upland is almost completely developed, with most traffic patterns well established. The street system is primarily a traditional grid, with east-west streets spaced at approximately one-quarter mile intervals and north-south streets at approximately one-half mile intervals.

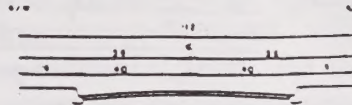
FULL CROSS SECTIONS

MAJOR HIGHWAYS



MOUNTAIN AVE. - I-10 FREEWAY
TO FOOTHILL BLVD. (RT. 94)

SECTION - I



CAMPUS AVE. FROM 10TH ST. & BAL. 34

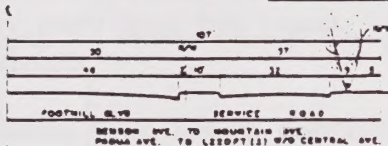
MOUNTAIN AVE. - 23+6 5"
TO NORTH CITY LIMIT

SECTION - J

HALF CROSS SECTIONS

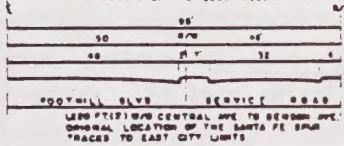
MAJOR HIGHWAYS

SECTION - A



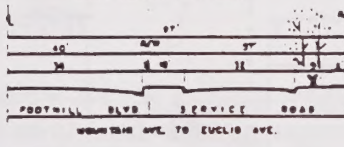
FOOTHILL BLVD. SERVICE ROAD
BENSON AVE. TO MOUNTAIN AVE.
POMBA AVE. TO LEISHT (21) W/O CENTRAL AVE.

SECTION - B



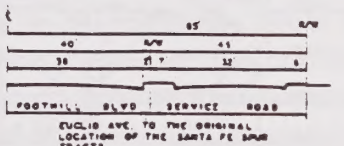
FOOTHILL BLVD. SERVICE ROAD
LEISHT (21) W/O CENTRAL AVE. TO BENSON AVE.
ORIGINAL LOCATION OF THE SANTA FE SPUR
TRACES TO EAST CITY LIMITS

SECTION - C



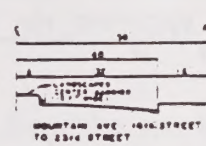
FOOTHILL BLVD. SERVICE ROAD
MOUNTAIN AVE. TO EUCLID AVE.

SECTION - D



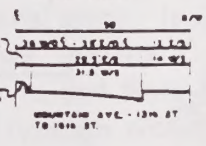
FOOTHILL BLVD. SERVICE ROAD
EUCLID AVE. TO THE ORIGINAL
LOCATION OF THE SANTA FE SPUR
TRACTS

SECTION - F



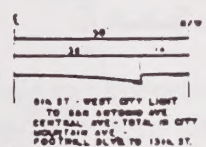
MOUNTAIN AVE. 10th STREET
TO 23+6 STREET

SECTION - G



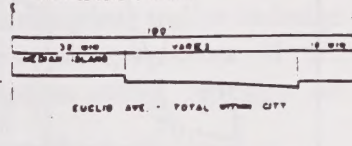
MOUNTAIN AVE. - 13+6 ST
TO 10th ST.

SECTION - H



10th ST. FROM
TO SAN ANTONIO AVE.
CENTRAL AVE. - TOTAL W/O CITY
MOUNTAIN AVE.
FOOTHILL BLVD. TO 13+6 ST.

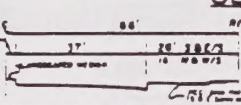
SECTION - E



EUCLID AVE. - TOTAL WITHIN CITY

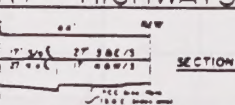
SECONDARY HIGHWAYS

SECTION - M



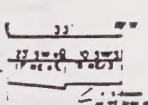
BENSON AVE. - 10th ST. NORTHEAST TO 21st ST.

SECTION - N



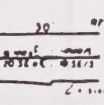
23+6 ST. - WEST OF MOUNTAIN AVE
NORTH-SOUTH CONNECTION FROM BENSON
AVE. TO 21st STREET

SECTION - O



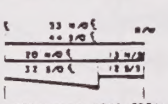
20th STREET - NORTHEAST
OF BENSON AVE

SECTION - P



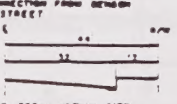
NORTH-SOUTH CONNECTION OF
20th TO 21st ST.

SECTION - R



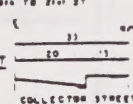
SAN PETERMAN ROAD - TOTAL
WITHIN CITY

SECTION - S



ARROW HIGHWAY - TOTAL WITHIN CITY
BENSON AVE. - A T.O.S. F. RAILWAY CROSSING 10th ST. STREET
CAMPUS AVE. - FOOTHILL BLVD. TO THE NORTH CITY LIMITS
SANTA ANTONIO AVE. - TOTAL WITHIN CITY
SAN ANTONIO AVE. - TOTAL WITHIN CITY
10th ST. - BENSON AVE. TO MOUNTAIN AVE.
10th ST. - TOTAL WITHIN CITY
21st ST. - BENSON AVE. TO SAN ANTONIO AVE.

SECTION - T



COLLECTOR STREETS

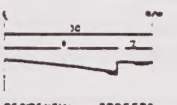
COLLECTOR STREET NOTE:

All streets within the City Limits shown on this map.
Not shown are collector streets and collector streets
and compare to SECTION - F (10th St. to 21st St.).

RESIDENTIAL STREET NOTE:

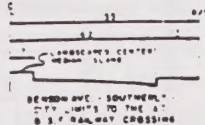
All streets within the City Limits shown on this map.
Not shown are residential streets and compare to SECTION - F.

SECTION - V



RESIDENTIAL STREETS

SECTION - U



BENSON AVE. - SOUTHERLY
CITY LIMITS TO THE A.
B. S. F. RAILWAY CROSSING



Existing Street Classifications

Classification of Upland's street system is comprised of four functional systems: major arterials, minor or secondary arterials, collector streets and local streets. Main function of the major arterial street system is to transport large volumes of traffic leaving and entering the City; inter-area travel between adjacent communities and from business districts to outlying residential areas; and to and from the freeway. Frequently, the major arterial system will carry intra-urban, as well as inter-city bus routes. Arterial streets, together with the freeways, form a network carrying relatively long distance, high-speed traffic.

The secondary (or minor) arterial street system interconnects with and augments the major arterial system. It provides service for trips of moderate length at a somewhat lower level of travel mobility than major arterials. Secondary arterials also may carry local bus routes, but ideally should not penetrate residential neighborhoods.

The collector street system distributes vehicular trips from the arterials to and within residential neighborhoods, commercial and industrial areas. It differs from the arterial system in that collector facilities may penetrate residential neighborhoods. The local street system moves traffic to and from the nearest collector street and provides access to individual parcels typically within residential neighborhoods.

Listed below are the existing major and secondary arterials and collector streets in the City of Upland. Certain segments of these roadways have been identified for potential re-classification. Issues associated with re-classification and/or redesign of roadway segments are discussed in *Section III Circulation Issues* of this Circulation Element. Recommendations for re-classification and/or redesign are presented in *Section IV Circulation Plan* of this Element.

Existing Major Arterials:

- Central Avenue
A north-south arterial representing an important link between Upland and the communities of Montclair and Ontario. It is currently developed with four lanes.
- Euclid Avenue (State Route 83)
A major north-south thoroughfare through the community, as well as through the adjacent city of Ontario. It has a right-of-way width of 200 feet with a landscaped median island. There are six traffic lanes south of Foothill Boulevard and four traffic lanes north of Foothill Boulevard.
- Foothill Boulevard (State Route 66)
An east-west arterial which services communities from San Bernardino to Los Angeles. The right-of-way width varies from

214 to 170 feet, with four traffic lanes and a frontage road (service road) for and uses which are predominately commercial.

- Mountain Avenue (portion of State Route 30)

A traffic artery in the north-south grid, approximately one mile west of Euclid Avenue. It is developed as a six-lane arterial from the I-10 to Foothill Boulevard and as four lanes north of Foothill Boulevard to the north City limits.

Existing Secondary Arterials

- Arrow Highway
- An east-west arterial from the west City limits to 3rd Avenue.
- Benson Avenue
- A north-south from the southern City limits to Mountain Avenue.
- Campus Avenue
- A north-south arterial from south City limits to 23rd Street.
- Eighth Street
- An east-west arterial from Mountain Avenue to east City limits.
- San Antonio Avenue
- A north-south arterial serving Upland and adjacent communities.
- San Bernardino Road
- An east-west arterial diagonally connecting from Arrow Highway west of Campus Avenue to Grove Avenue.
- Sixteenth Street (portion of State Route 30)
- An east-west arterial through the City, as well as adjacent communities of Claremont and Rancho Cucamonga.

Existing Collector Streets:

- East/West Collectors
 - Arrow Highway from Third Avenue to the east City limit
 - Sixth Street
 - Seventh Street
 - Ninth Street
 - Eleventh Street
 - Thirteenth Street
 - Fourteenth Street
 - Fifteenth Street
 - Seventeen Street
 - Eighteenth Street
 - Nineteenth Street (portion of State Route 30) from Mountain Avenue to east City limits

Twentieth Street
Twenty-first Street
Twenty-second Street
Twenty-third Street
Twenty-fourth Street
"A" Street
"C" Street
"D" Street.

- North/South Collectors
Alta Avenue
Deakin Avenue
First Avenue
Grove Avenue
Mildura Avenue
Second Avenue
Third Avenue
Wilson Avenue.

Local streets, although not listed because of their great number, are all recognized as part of this Circulation Element.

Private Streets

Upland currently has many developments with private streets. Maintenance of private streets is not the responsibility of the City. However, the design of all private streets is reviewed by the City Engineer in accordance with City Design Standards.

C. Parking

As an auxiliary function of the transportation system, the parking of vehicles is essential to the efficient flow of vehicular traffic. Parking is provided through variations of two basic methods: on-street and off-street parking. On-street parking generally includes the use of one or both sides of the street. Off-street parking includes private and/or municipal surface parking lots at grade, residential driveways, and private and/municipal parking structures (above and below grade garages and ramp structures).

D. Public Transportation

Upland has access to four modes of public transportation:

- Air Transportation
- Rail Transportation
- Bus Transportation

- Paratransit.

Air Transportation

Upland is currently well-served by airport facilities. Ontario International Airport, located approximately three miles southeast of Upland in the City of Ontario, serves the growing international air transportation needs of the eastern section of the Los Angeles Metropolitan area. It functions as a major satellite airport to Los Angeles International Airport, providing both passenger and air cargo service.

Cable Airport, located in the northwest portion of the City of Upland, serves the general aviation needs of the Upland community and adjacent cities. It is a privately owned, public use airport, serving customers with light personal and business airplanes.

Rail Transportation

Two major rail lines pass through the City of Upland: the Santa Fe Line located between Eighth and Ninth Streets, and the former Southern Pacific Line located between Ninth Street and Arrow Highway. Both lines run in an east-west direction. The Santa Fe Line carries both freight and passenger traffic (MetroLink, Amtrak). The former Southern Pacific Line is idle, but remains as a designated transportation corridor.

Under the direction of the San Bernardino Association of Governments, the Upland Metrolink line was installed in 1992 as part of a regional congestion management program to help relieve commuter traffic along freeways. The Upland Metrolink line links to Orange, Riverside and Los Angeles County passenger rail systems. The Amtrak line provides inter-county passenger transport.

Bus Transportation

Bus transportation service in the City of Upland is provided by the Omnitrans system (a joint powers agency of which Upland is a member). The bus system operates through different parts of the City, enabling Upland citizens to reach all parts of the San Bernardino Valley with minimal transfers.

Paratransit

Paratransit provides demand-response transportation by which service is obtained by calling the local dispatch center and arranging for a pick-up at a specified time at a residence or other desired place. Omnitrans currently provides two modes of demand-response service to Upland: dial-a-cab and Access Service. Dial-a-cab is a discount travel program for seniors and persons with disabilities, utilizing local taxi services. Access Service is a discount curb-to-curb shuttle service available for persons with disabilities. A private taxi service also operates in Upland.

E. Nonmotorized Transport

Nonmotorized transport encompasses bicycle and pedestrian circulation. Both bicycling and walking/jogging are modes of recreation and transportation. Bikeways are an increasingly important component of the regional circulation system. Increased bike use for commuting and non-work trips contributes to a reduction in air pollution and vehicular traffic congestion. Section 2373 of the California Streets and Highways Code defines "Bikeways" as follows:

- **Class I Bikeway:** A completely separated right-of-way designated for the exclusive use of bicycles and pedestrians with cross-flows by motorists minimized.
- **Class II Bikeway:** A restricted right-of-way designed for the exclusive or semiexclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with vehicle parking and cross-flows by pedestrians and motorists permitted.
- **Class III Bikeway:** A right-of-way designated by signs or permanent pavement markings and shared with pedestrians or motorists.

Pedestrian circulation primarily consists of sidewalks and multipurpose trails. Provision of signage and amenities on pedestrian pathways is a concern of the Circulation Element.

CIRCULATION ISSUES

A. Relationship to Land Uses

Buildout in accordance with the updated Land Use Element is forecast to maintain an acceptable level of trip generation. This will require that a system of roadways be implemented that provides adequate capacity to accommodate traffic generated by land uses in the City at an acceptable Level of Service while accommodating regional traffic passing through and around the community.

Impacts of traffic on residential neighborhoods should be minimized. This will require traffic generated by destination activities such as the Civic Center, the hospital and the Town Center, to be directed to the major highway designations to minimize internal cross circulation.

B. Traffic Volumes

Table 1 presents the existing average daily traffic volumes and Levels of Service for major roadway segments within Upland. Consistent with California Government Code Section , the San Bernardino County 1992 Congestion Management Program requires designated arterial roadways to maintain a Level of Service no worse than Level of Service E. (Reference Appendix A, *Level of Service Description*.) In the City of Upland, six arterial roadways are designated by the Congestion Management Plan as part of the regional transportation system. These include:

- Central Avenue
- Euclid Avenue
- Mountain Avenue
- Foothill Boulevard
- 8th Street, from west City limits to Mountain Avenue
- 16th Street.

Along these designated roadways, traffic improvements necessary to comply with Level of Service criteria should be accommodated. This will require planning a transportation system that can support buildout of the General Plan Land Use Element, while accommodating inter-city cross traffic. (Buildout for the purposes of transportation planning is calculated as the year 2015.)

TABLE 1
Existing Traffic Volumes & Level of Service

Street Name and Segment	Current Conditions (1995)	
	Traffic Volume	Level of Service
North and South Routes		
Benson Avenue		
South City Limit to Foothill Blvd.	12,800	A
Foothill Blvd. to 16th St.	13,500	A
16th St. to 21st St.	14,100	A
Campus Avenue		
South City Limit to Foothill Blvd.	8,800	A
Foothill Blvd. to 16th St.	12,900	A
16th St. to 20th St.	3,400	A
20th St. to 23rd St.	3,000	A
Central Avenue		
* South City Limit to Foothill Blvd.	13,800	A
Euclid Avenue		
* South City Limit to Foothill Blvd.	38,000	B
* Foothill Blvd. to 16th St.	24,000	A
* 16th St. to 21st St.	15,700	A
Mountain Avenue		
* South City Limit to Foothill Blvd.	34,900	A
* Foothill Blvd. to 16th St.	15,900	A
* 16th St. to 21st St.	7,700	A
East and West Routes		
Arrow Highway		
West City Limits to Benson Ave.	14,800	A
Benson Ave. to Euclid Ave.	14,000	A
Euclid Ave. to East City Limits	14,000	E
Foothill Boulevard		
* West City Limits to Mountain Ave.	29,500	C
* Mountain Ave. to Euclid Ave.	30,000	C
* Euclid Ave. to East City Limits	30,000	C
6th Street		
Benson Ave. to Mountain Ave.	8,000	A
Mountain Ave. to Euclid Ave.	9,000	A
Euclid Ave. to East City Limits	7,000	A
8th Street		
* West City Limits to San Antonio Ave.	14,000	A
San Antonio Ave. to East City Limits	8,633	A
16th Street		
* West City Limits to Benson Ave.	28,000	B
* Benson Ave. to Mountain Ave.	23,200	A
* Mountain Ave. to Euclid Ave.	23,200	A
* Euclid Ave. to East City Limits	27,700	B

C. North Campus Avenue

The City 1982 General Plan designated Campus Avenue between 20th and 23rd Streets as a four-lane secondary highway. Between 22nd and 23rd Streets, Campus Avenue was constructed to this standard as housing development occurred during the early 1980's. In 1992, the City completed a capital project to construct the remaining segment from 22nd Street to 19th Street. This segment was constructed as a two-lane facility and connected the existing residential neighborhoods north of 22nd Street with the intersection of 19th Street and Campus Avenue. Upon completion of this segment, residents in and around the 2200 and 2300 blocks expressed concern that building Campus Avenue to its ultimate four-lane width would increase traffic volumes and speeds, noise and crime.

In response to these neighborhood concerns, the need to construct Campus Avenue between 20th and 23rd Streets as a four-lane roadway should be reexamined.

D. Mountain Avenue and 24th Street

Currently, 24th Street connects with Mountain Avenue as a "T" intersection. The City 1982 General Plan designated that 24th Street at Mountain Avenue be constructed as a cul-de-sac. In 1992, property owners in the southwest corner of this intersection submitted a site plan to the City depicting the ultimate configuration as a cul-de-sac. This site plan suggested that construction of the cul-de-sac could have an impact on this property and the adjacent City San Antonio Park. The only entrance to San Antonio Park is located on 24th Street. Therefore, the need to construct a cul-de-sac at the 24th Street and Mountain Avenue intersection should be reexamined.

E. Eighth Street

The City 1982 General Plan designated 8th Street through the City as a primary arterial with a 72' four-lane roadway within a 100' right-of-way. The section between Benson and San Antonio Avenues has already been built to this standard. The adopted 1990 Southeast Quadrant General Plan reclassified 8th Street between Euclid Avenue and the east City limit from a primary arterial to a secondary arterial with a 64' four-lane roadway within an 80' right-of-way. Current configuration of 8th Street from San Antonio Avenue to the east City limit is a two-lane roadway.

Property owners in and around the vicinity of 8th Street expressed concern that widening the roadway from its current two lanes to the designated four-lane primary/secondary arterial would negatively impact their properties. Specifically, the property owners were concerned that the widening would: (1) significantly

increase traffic; (2) encroach into the front yards of residential properties, and (3) remove needed on-street parking. The need to widen 8th Street between San Antonio Avenue to the east City limit should be reexamined.

F. Foothill Boulevard Service Roads

Along most segments of Foothill Boulevard between Grove Avenue and the County line, service roads are currently developed in the street right-of-way. Service roads provide access to adjacent parcels. Generally, service roads permit two-way traffic and parallel parking on both sides of the roadway. Exceptions to this service road configuration exist in front of the high school on the south side of Foothill Boulevard between San Antonio and Redding Way, and at Memorial Park on the south side of Foothill Boulevard east of Eleventh Avenue. In front of the high school, angle parking is provided which is accessed by a one-way eastbound service road. Fronting Memorial Park perpendicular stalls are provided, and two-way traffic is permitted.

Currently, access ways to and from the service roads to Foothill Boulevard and adjacent parcels are irregularly spaced, resulting in potential vehicle conflicts. Safe and efficient access along Foothill Boulevard is necessary. At the same time, on-street parking along the service roads is highly valued by the adjacent commercial establishments. Possible solutions could require phasing out or redesign of existing service roads.

G. Truck Routes

In recent years, the City has had an increase in truck traffic associated with the development of commercial and industrial land. In order to eliminate (as much as possible) the conflicts of truck traffic with car and pedestrian traffic, and to maintain a safe circulation system, a truck route plan is necessary.

H. Town Center Parking

Town Center has been identified as an area in the City in which potential parking problems could arise. Town Center is located in Upland's southeast quadrant, and generally bounded by Arrow Highway to the north, the Metrolink rail line to the south, Sixteen Avenue to the east, and Euclid Avenue to the west. In this area, there currently are eleven public parking lots that accommodate off-street parking needs for Town Center patrons, merchants, residents and Metrolink commuters. Combined these parking lots provide 537 spaces. Major issues associated with Town Center parking are conflicts between retail patrons and Metrolink commuters and enforcement of parking regulations. Strategies to address these Town Center parking issues are needed.

CIRCULATION PLAN

A. Regional Transportation Plans

Currently, the San Bernardino Association of Governments (SANBAG) in cooperation with the participating cities is preparing the Comprehensive Transportation Plan (CTP) for the County. The CTP will address traffic circulation needs for the year 2015 and beyond. It is being developed to find multi-modal transportation solutions for projected San Bernardino County population, housing and employment growth, including that for Upland. Scheduled for completion in 1997, the CTP will update and supersede the County 1992 Congestion Management Plan and be incorporated into the region-wide Southern California Association of Governments (SCAG) CTP. The City of Upland will coordinate with SANBAG to incorporate this Circulation Plan with the county and regional CTP process.

B. Master Plan of Streets and Highways

The recommended circulation system is designed to accommodate the transportation requirements of the updated Land Use Element by maintaining acceptable levels of service on each segment of the street network. At the same time, the recommended system intends to protect, to the maximum extent possible, the present character and neighborhood environment of the community.

Total vehicular trips generated by buildout of the Land Use Element plan do not warrant any major changes to the City street system. *Figure 1 Master Plan of Streets and Highways* depicts the City Circulation Plan by street classification. Major and secondary arterial and collector street alignments and ultimate cross-sections are included in the plan.

Table 2, below, depicts maximum daily roadway capacities by street classification. Vehicular traffic on Upland's road system should not exceed these capacities.

Table 2
MAXIMUM DAILY ROADWAY CAPACITIES

Classification	Typical Lane Configuration	Maximum Traffic Volumes	
		L.O.S. D *	L.O.S. E **
Collector	2 Lanes Undivided	13,200	14,400
Secondary	4 Lanes Undivided	26,400	28,800
Secondary	4 Lanes Divided	35,200	38,300
Major	6 Lanes Divided	52,800	57,500

* L.O.S. = Level of Service

** Minimum acceptable level of service per County Congestion Management Plan

Figure 2 depicts the buildout (year 2015) average daily traffic volumes for major City roadway segments. Table 3 presents buildout traffic volumes by major roadway segment and compares these volumes to maximum roadway capacities. Table 4 presents the buildout Levels of Service for major roadway segments. Buildout traffic volumes were calculated by applying the Upland Travel Demand Forecast Model to the city-wide street and highway system, and the CTP model output to designated CMP arterials. As shown in Tables 3 and 4, all roadway segments are forecast to remain below their maximum capacity, with most roadways operating at or above Level of Service "C". Upland's six designated Congestion Management Plan arterial segments are forecast to remain at or above Level of Service "E".

C. Street Improvements

Issues related to major and secondary arterials and collector streets discussed in Section III of this Element, above, are resolved and incorporated in this Circulation Plan for the City of Upland.

TABLE 3

Buildout (Year 2015) Traffic Volumes

Street Name and Segment	Recommended General Plan Classification	General Plan Update	Maximum Capacity
North and South Routes			
Benson Avenue			
South City Limit to Foothill Blvd.	Secondary	26,105	28,800
Foothill Blvd. to 16th St.	Secondary	27,632	28,800
16th St. to 21st St.	Secondary	14,852	28,800
Campus Avenue			
South City Limit to Foothill Blvd.	Secondary	11,859	14,400
Foothill Blvd. to 16th St.	Secondary	21,900	28,800
16th St. to 20th St.	Secondary	26,603	28,800
20th St. to 23rd St.	Collector	3,893	14,400
Central Avenue			
• South City Limit to Foothill Blvd.	Major	26,432	38,300
Euclid Avenue			
• South City Limit to Foothill Blvd.	Major	45,245	57,500
• Foothill Blvd. to 16th St.	Major	35,455	38,300
• 16th St. to 21st St.	Major	14,781	38,300
Mountain Avenue			
• South City Limit to Foothill Blvd.	Major	40,561	57,500
• Foothill Blvd. to 16th St.	Major	28,673	38,300
• 16th St. to 21st St.	Major	17,991	38,300
East and West Routes			
Arrow Highway			
West City Limits to Benson Ave.	Secondary	22,514	28,800
Benson Ave. to 3rd Ave.	Secondary	19,107	28,800
3rd Ave. to East City Limits	Collector	13,337	14,400
Foothill Boulevard			
• West City Limits to Mountain Ave.	Major	34,728	38,300
• Mountain Ave. to Euclid Ave.	Major	33,865	38,300
• Euclid Ave. to East City Limits	Major	29,175	38,300
6th Street			
Benson Ave. to Mountain Ave.	Collector	10,821	14,400
Mountain Ave. to Euclid Ave.	Collector	12,028	14,400
Euclid Ave. to East City Limits	Collector	13,883	14,400
8th Street			
• West City Limits to San Antonio Ave.	Secondary	22,636	38,300
San Antonio Ave. to East City Limits	Collector	11,775	14,400
16th Street			
• West City Limits to Benson Ave.	Secondary	28,656	38,300
• Benson Ave. to Mountain Ave.	Secondary	33,619	38,300
• Mountain Ave. to Euclid Ave.	Secondary	31,557	38,300
• Euclid Ave. to East City Limits	Secondary	35,787	38,300

* Congestion Management Program Segments

TABLE 4

Buildout (Year 2015)
Traffic Volumes and Levels of Service

Street Name and Segment	General Plan Buildout	
	Traffic Volume	Level of Service
North and South Routes		
Benson Avenue		
South City Limit to Foothill Blvd.	26,105	D
Foothill Blvd. to 16th St.	27,632	E
16th St. to 21st St.	14,852	A
Campus Avenue		
South City Limit to Foothill Blvd.	11,859	C
Foothill Blvd. to 16th St.	21,900	C
16th St. to 20th St.	26,603	D
20th St. to 23rd St.	3,893	A
Central Avenue		
* South City Limit to Foothill Blvd.	26,432	B
Euclid Avenue		
* South City Limit to Foothill Blvd.	45,245	C
* Foothill Blvd. to 16th St.	35,455	D
* 16th St. to 21st St.	14,781	A
Mountain Avenue		
* South City Limit to Foothill Blvd.	40,561	B
* Foothill Blvd. to 16th St.	28,673	B
* 16th St. to 21st St.	17,991	A
East and West Routes		
Arrow Highway		
West City Limits to Benson Ave.	22,514	C
Benson Ave. to Euclid Ave.	19,107	B
Euclid Ave. to East City Limits	13,337	D
Foothill Boulevard		
* West City Limits to Mountain Ave.	34,728	D
* Mountain Ave. to Euclid Ave.	33,865	D
* Euclid Ave. to East City Limits	29,175	C
6th Street		
Benson Ave. to Mountain Ave.	10,821	B
Mountain Ave. to Euclid Ave.	12,028	C
Euclid Ave. to East City Limits	13,883	E
8th Street		
* West City Limits to San Antonio Ave.	22,636	A
San Antonio Ave. to East City Limits	11,775	C
16th Street		
* West City Limits to Benson Ave.	28,656	B
* Benson Ave. to Mountain Ave.	33,619	D
* Mountain Ave. to Euclid Ave.	31,557	C
* Euclid Ave. to East City Limits	35,787	D

* Congestion Management Program Segments



CITY OF UPLAND
2015 (BUILT OUT)
AVERAGE DAILY TRAFFIC VOLUMES (24 HOURS)

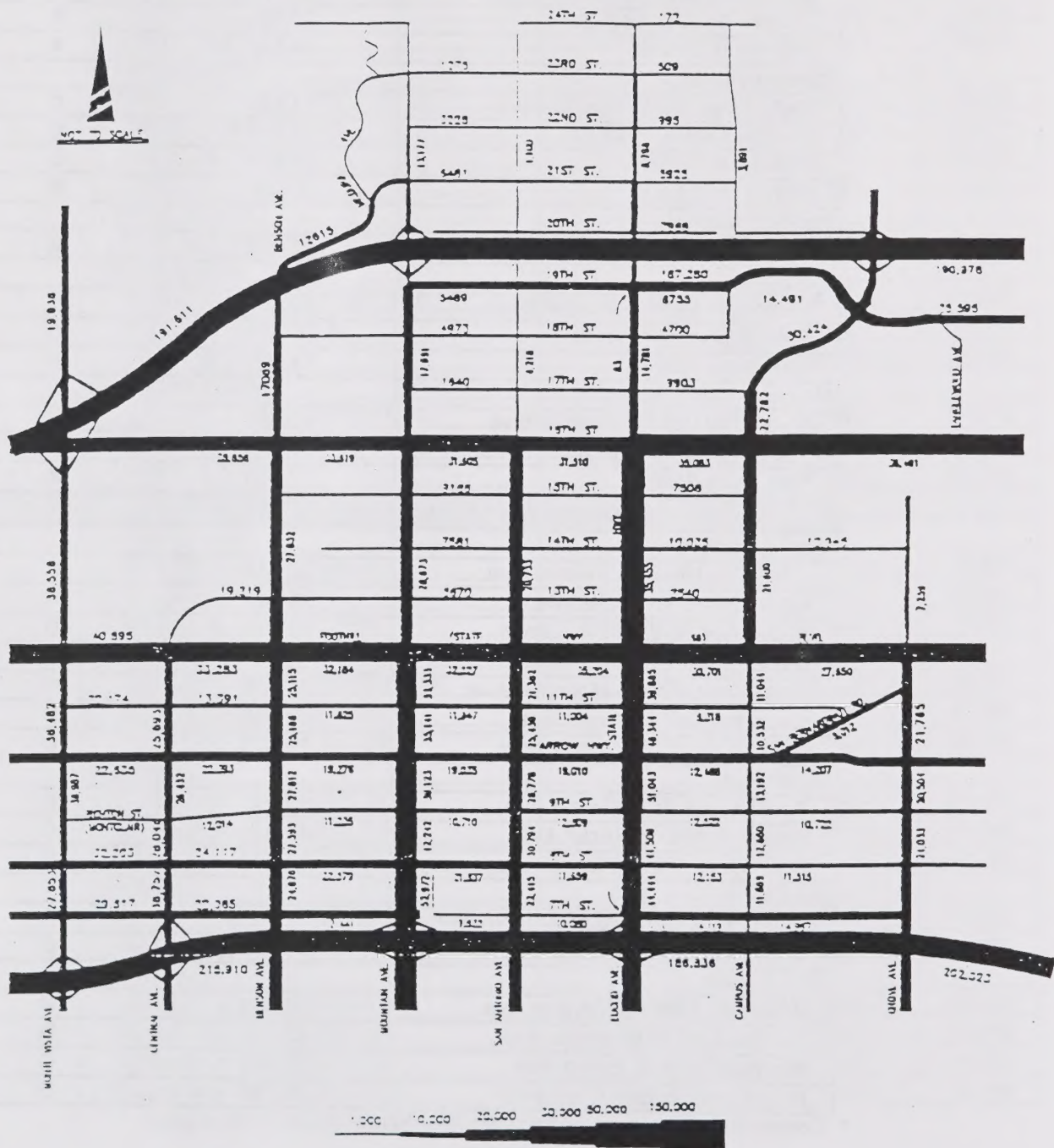


FIGURE 2

North Campus Avenue

In response to these neighborhood concerns regarding the planned widening of Campus Avenue between 20th and 23rd Streets from two to four lanes, City Public Works staff used its Travel Demand Forecast Model and CTP model output to analyze North Campus Avenue traffic volumes, assuming buildout of the updated Land Use Element plan. In the year 2015 (buildout), traffic volumes on Campus Avenue between 20th and 23rd Streets were calculated to be well below the capacity for a collector street. Consequently, maintaining Campus Avenue as a two-lane facility will have no adverse traffic impacts. This Circulation Plan recommends re-designation of Campus Avenue between 20th and 23rd Streets from a four-lane secondary highway to a two-lane collector street.

Mountain Avenue and 24th Street

Further study by the City of the proposed cul-de-sac design for 24th Street at Mountain indicated that a cul-de-sac configuration would be inferior to the existing "T" intersection configuration. A cul-de-sac design would require acquisition of a portion of the adjacent property and dedication of a portion of San Antonio Park. Traffic to and from the park would be forced to use an indirect route via Mildura and Deakin Avenues. In addition, a park entrance from Mountain Avenue would not be feasible due to the curvilinear alignment of Mountain Avenue. This Circulation Plan recommends maintaining the connection of 24th Street to Mountain Avenue as a "T" Avenue. *Figure 3* depicts the recommended configuration for 24th Street at Mountain Avenue.

Eighth Street

There is strong concern in the Upland community regarding the planned construction of 8th Street from San Antonio Avenue to the east City limit as a four-lane roadway. In response to these concerns, City Public Works staff used its Upland Travel Demand Forecast Model and CTP model output to analyze traffic volumes on 8th Street and surrounding north/south and east/west roadways assuming 8th Street remained a two-lane facility. This analysis demonstrated that year 2015 traffic volumes would not be significantly impacted with 8th Street as a two-lane facility. All roadways within the City continued to operate at an acceptable level of service. Consequently, this Circulation Plan recommends re-designation of 8th Street from San Antonio Avenue to the east City limit from a four arterial to a two-lane collector street.

Foothill Boulevard Service Roads

Currently, there is much variation regarding the location of access points along Foothill Boulevard service roads. Service road dimensions, availability of on-street parking and number and location of access points vary with each roadway segment. Consequently, it will be difficult to implement a standard service road design along the full length of Foothill Boulevard.

To provide safe and efficient access along Foothill Boulevard, many of the existing service roads will need to be phased out or redesigned. Where phasing out of service roads is feasible, the remaining right-of-way can be used as turning lanes, bus turnouts, landscape parkway and/or off-street parking. Where service roads are to be retained, a one-way with-traffic configuration is recommended to minimize vehicular conflicts. This Circulation Plan recommends that the ultimate configuration of the Foothill Boulevard service road rights-of-way be determined through preparation of precise plans. Because Foothill Boulevard is a state highway, the precise plans will need to be prepared by the City in cooperation with Caltrans.

Truck Routes

In March 1992, the City adopted Ordinance No. 1540 to assist truck travel in and through Upland. The ordinance establishes specific north/south and east/west routes for truck traffic of 18 tons or greater, and truck traffic of greater than 5 tons but less than 18 tons. *Figure 4* depicts restricted (under 18 tons) and unrestricted (18 tons or heavier) truck travel routes. All other roadways in the City are restricted to trucks under 5 tons only. This Circulation Plan recommends inclusion of Ordinance No. 1540. This plan also recommends inclusion of the City's portions of Monte Vista Avenue and Hospital Way as truck routes. Monte Vista Avenue did not exist at the time Ordinance No. 1540 was adopted. The City portions are from Richton Street to Arrow Route and from Foothill Blvd., north to the County Line. Hospital Way will extend between 11th Street and Foothill Blvd. at the west portion of Memorial Park.

Signalization Plan

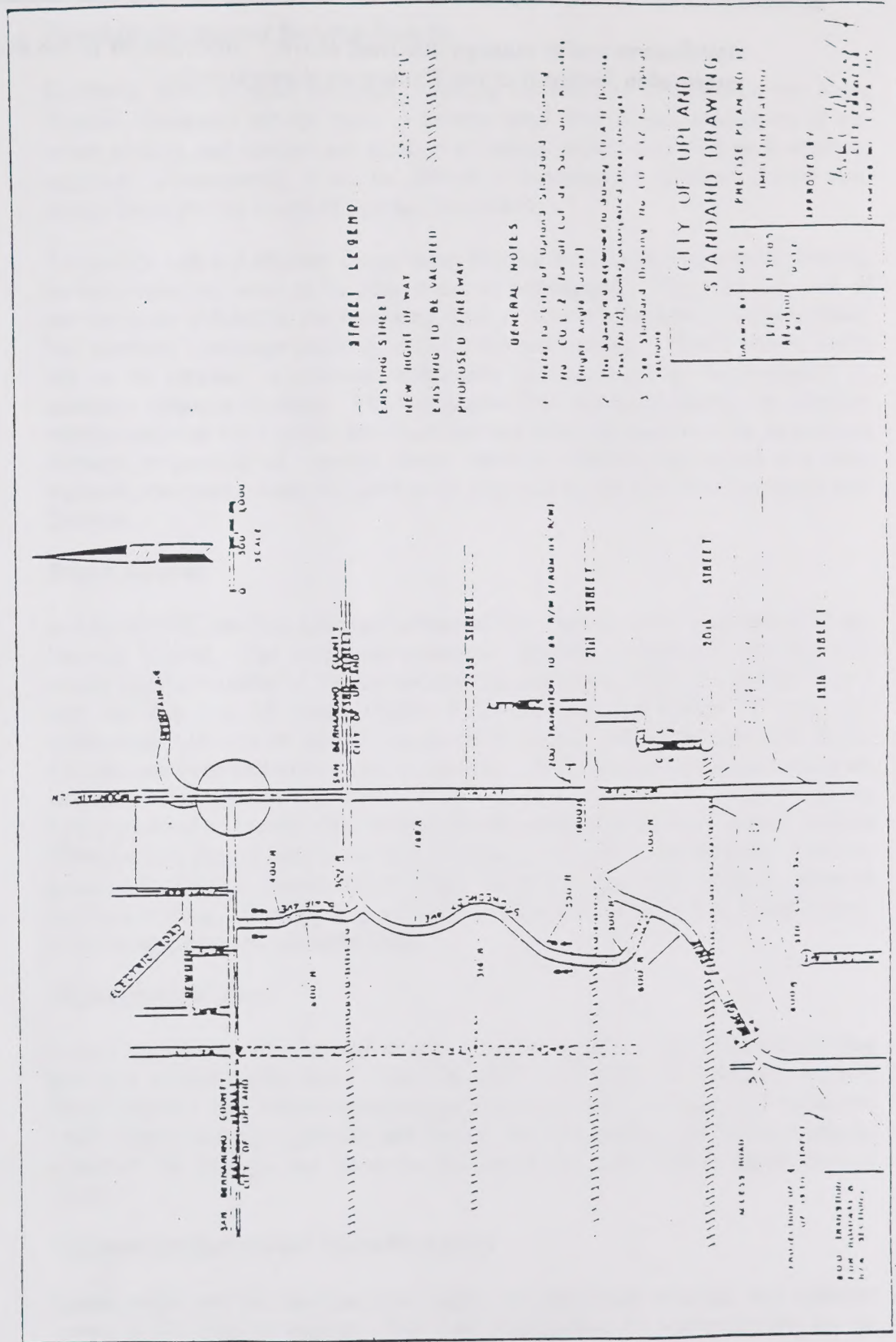
Proper installation, phasing and timing of traffic signals is critical to maintaining adequate arterial traffic flows. The City of Upland 1992 Traffic Signal Priority Study reviews and makes recommendations regarding installation of additional traffic signals and signal phasing and timing. This Circulation Plan incorporates by reference the findings and recommendations of the 1992 Traffic Signal Priority Study.

Recommended Street Classifications

Listed below are the recommended major and secondary arterials and collector streets in the City of Upland. This lists incorporates recommendations for re-

CIRCULATION ELEMENT

classification and/or redesign discussed above. Modifications to the existing list presented in Section II of this Element are shown in italics.



CIRCULATION ELEMENT

City of Upland RESTRICTED STREET CLASSIFICATION MAP

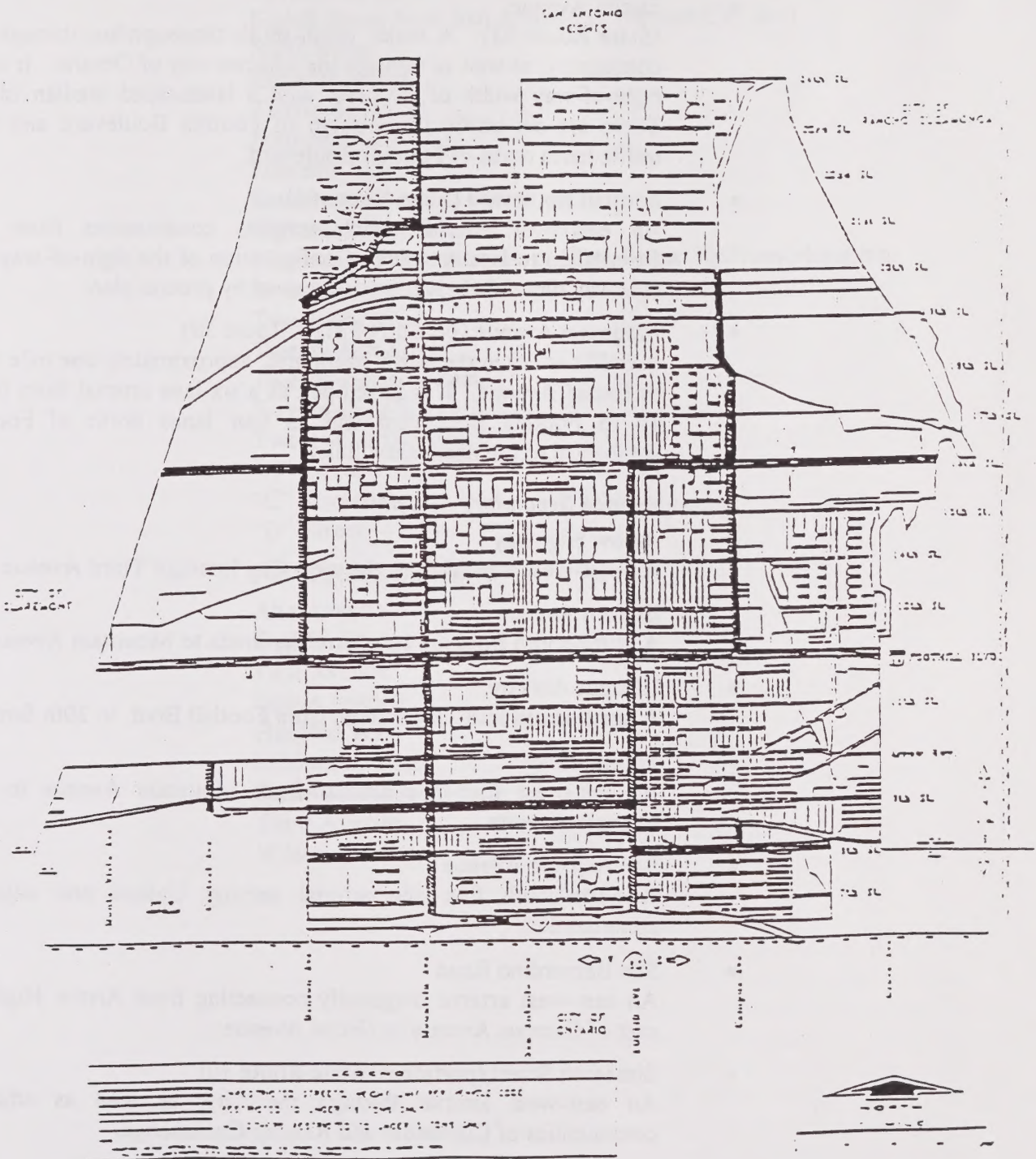


FIGURE 4

Recommended Major Arterials:

- Central Avenue
A north-south arterial representing an important link between Upland and the communities of Montclair and Ontario. It is currently developed with four lanes.
- Euclid Avenue
(State Route 83): A major north-south thoroughfare through the community, as well as through the adjacent city of Ontario. It has a right-of-way width of 200 feet with a landscaped median island. There are six traffic lanes south of Foothill Boulevard and four traffic lanes north of Foothill Boulevard.
- Foothill Boulevard (State Route 66)
An east-west arterial which services communities from San Bernardino to Los Angeles. Configuration of the right-of-way and roadway dimensions will be determined by precise plan.
- Mountain Avenue (portion of State Route 30)
A traffic artery in the north-south grid, approximately one mile west of Euclid Avenue. It is developed as a six-lane arterial from the I-10 to Foothill Boulevard and as four lanes north of Foothill Boulevard to the north City limits.

Recommended Secondary Arterials:

- Arrow Highway
An east-west arterial from the west City limits to Third Avenue.
- Benson Avenue
A north-south from the southern City limits to Mountain Avenue.
- Campus Avenue
A north-south four-lane arterial from Foothill Blvd. to 20th Street.
- Eighth Street
An east-west four-lane arterial from Mountain Avenue to San Antonio Avenue.
- San Antonio Avenue
A north-south four-lane arterial serving Upland and adjacent communities.
- San Bernardino Road
An east-west arterial diagonally connecting from Arrow Highway east of Campus Avenue to Grove Avenue.
- Sixteenth Street (portion of State Route 30)
An east-west arterial through the City, as well as adjacent communities of Claremont and Rancho Cucamonga.

Recommended Collector Streets:

- East/West Collectors
 - Arrow Highway from Third Avenue to the east City limit
 - Campus Avenue between 20th and 23rd Streets; and south City limit to Foothill Blvd.
 - Seventh Street
 - Eighth Street from San Antonio to the east City limit
 - Ninth Street
 - Eleventh Street
 - Thirteenth Street
 - Fourteenth Street
 - Fifteenth Street
 - Seventeen Street
 - Eighteenth Street
 - Nineteenth Street (portion of State Route 30) from Mountain Avenue to east City limits
 - Twentieth Street
 - Twenty-first Street
 - Twenty-second Street
 - Twenty-third Street
 - Twenty-fourth Street
 - "A" Street
 - "C" Street
 - "D" Street
- North/South Collectors
 - Alta Avenue
 - Deakin Avenue
 - First Avenue
 - Grove Avenue
 - Hospital Way
 - Mildura Avenue
 - Second Avenue
 - Third Avenue
 - Wilson Avenue

D. Town Center Parking

In June 1995, the City Public Works Department and Main Street, Inc. completed the Town Center Parking Study to address identified Town Center parking issues, including: parking conflicts between retail patrons and Metrolink commuters and better management of available parking spaces, including enforcement of time limits. Recommendations of this study included short-term and long-term solutions.

Short-term solutions included: designating certain public parking lots for limited parking (3 hour) during weekday business hours; implementing a parking sticker program; providing parking signs for positive guidance to the public areas; and daily parking enforcement by the Upland Police Department or a private enforcement agency.

Long-term solutions included: implementing angled parking along First Avenue between A and D Streets and on C Street between First and Third Avenues; and possible expansion of existing parking lots.

The city Council approved, by Resolution No. 4680, four of the study's short-term recommendations at their January 8, 1996 meeting. This plan incorporates, by reference, Resolution No. 4680 and the June, 1995, Town Center Parking Study. The remaining short-term and long-term recommendations not adopted with Resolution No. 4680 should be reviewed and implemented when feasible.

E. Public Transit

Upland's public transportation system includes: Air Transportation, Rail Transportation, Bus Transportation and Paratransit. Each of these contribute to a balanced multi-modal transportation plan and are an integral part of this Circulation Plan.

Air Transportation

Recent noise contours for the Ontario International Airport indicate that annual commercial operations (an operation is a takeoff or landing) have increased from 80,000 recorded in 1990 to 125,000 with a passenger load of 8.5 million annually. Any increases above 125,000 annual operations will require authorization from the State Air Resources Board.

Cable Airport is governed by the 1981 Cable Airport Master Plan. In 1994, the County of San Bernardino accepted intact and recertified the 1981 Master Plan for Cable Airport. Elements of the Master Plan propose: (1) the airport remains a Basic Utility State II General Service Airport; (2) a maximum of 209,000 annual operations; (3) maintenance of present flight patterns; and (4) enforcement of noise abatement procedures to avoid significant expansion of present noise contours.

In addition, the 1981 Cable Airport Comprehensive Airport Land Use Plan also remains in force. The plan sets forth policies pertaining to: (1) mitigation of noise emanating from airport operations; (2) inhibition of incompatible land uses in the planning area boundaries of the airport; and (3) provision of adequate vehicular access to the airport in such a manner that airport surface traffic is directed away from sensitive land uses. Expansion of Cable Airport's operations or noise contours above those level specified in its Master Plan and Airport Land Use Plan is prohibited.

Rail Transportation

Metrolink provides light rail service from Upland to Los Angeles and other San Bernardino County cities during a.m. and p.m. weekday hours. This service was recently expanded to include Saturday operations of the Upland Metrolink line.

Bus Transportation / Paratransit

Upland currently is served by four regular Omnitrans bus lines: Routes 62, 64, 73 and 74. In addition, Omnitrans has plans to add Route 67, an Upland Community Shuttle. The shuttle will serve Upland residents, linking residential areas with: (1) Upland Metrolink Station, (2) Montclair Transcenter, and (3) neighborhood shopping centers and services. Shuttle services will be provided by electric shuttle, Monday through Saturday.

Omnitrans also will continue Upland's two existing paratransit services: dial-a-cab for senior citizens and persons with disabilities, and Access Service for persons with disabilities. The existing private taxi service also is anticipated to continue operation.

F. Nonmotorized Transport

The City of Upland Bicycle and Pedestrian Facilities Master Plan, adopted April 24, 1995, provides a blueprint to link and improve the City of Upland's existing bikeways and pedestrian paths. This Master Plan was prepared with a grant the City received from the Intermodal Surface Transportation Efficiency Act (ISTEA), a statewide initiative to promote the development of alternative transportation modes through finding bicycle and pedestrian projects.

Recommendations of the Master Plan include designating the following routes for bicycles: Monte Vista Avenue, Benson Avenue, Euclid Avenue, Campus Avenue, 16th Street, Foothill Boulevard, Arrow Highway and "A" Street. Recommended pedestrian improvement areas consist of: Euclid Avenue, Town Center/Metrolink Station, Southern Pacific/ Pacific Electric Right-of-Way, Memorial Park Connector, Cucamonga Wash and San Antonio Wash. This Circulation Element incorporates the 1995 Upland Bicycle and Pedestrian Facilities Master Plan as the nonmotorized circulation element for the City. An Executive Summary of the Master Plan is contained in Appendix B.

GOALS AND STRATEGIES

Overall objectives of the Circulation Element and its recommended Circulation Plan include:

- Development of a transportation system that will support the comprehensive goals of the region.
- Creation of a balanced transportation system that is both integrated with and supports planned land uses.
- Protection of residential neighborhoods from traffic intrusion while accomodating local and through traffic.
- Development of a transportation system that is financially, legally and politically feasible and has broad public support, and has a commitment to its implementation by elected officials and those providing transportation services.
- Efficient use of existing transportation facilities.

To forward these objectives, the following goals and strategies are adopted as part of the City of Upland Circulation Element:

Goal 1

To develop transportation planning, services and facilities that are coordinated with and support the Land Use Plan.

Strategies

- Any new development of property shall be required to provide adequate right-of-way width for possible future needs and to provide for traffic patterns necessary to accommodate future growth needs.
- As part of the annual review process of the Capital Improvement Program and Congestion Management/Comprehensive Transportation Plan Program, street system functions shall be reviewed to identify problems and actively pursue implementation of needed improvements in a timely manner.
- All streets in the City shall be constructed in accordance with the Circulation Plan (*Figure 1 Master Plan of Streets and Highways*) and construction standards as established by the City Public Works Director.
- Wherever applicable, rights-of-way required for designated street improvements shall be reserved, and land uses and development that could preclude the timely acquisition of the lands for traffic circulation purposes shall be prohibited.

- Approval of all new development shall be correlated with roadway improvements that would be necessary to either: maintain an acceptable level of service; or reduce the impact of the development below the established minimum level of service. Development should not be authorized until appropriate funding mechanisms are in place to fund associated roadway improvements.
- Development shall be regulated by intensity, type, location and phasing to ensure the provision of minimum acceptable peak hour level of service operation.
- Private streets shall be permitted only where they are found to satisfy applicable City standards and where their maintenance and operation can be shown to satisfy City requirements.

Goal 2

To minimize the impact of existing and future roadways on adjacent land uses, particularly residential, and ensure compatibility between land uses and roadway facilities to the greatest extent possible.

Strategies

- Non-local through-traffic shall be discouraged from traversing the City on collector and local streets. The major and secondary highway system are intended to accommodate non-local traffic.
- Direct access of new residential developments onto major arterial streets shall be discouraged.
- Where feasible, circulation improvements shall be implemented that minimize impacts on adjacent residential neighborhoods.
- Noise sensitive land uses shall be located away from heavily traveled roadway facilities wherever possible, consistent with policies of the Land Use and Noise Elements.
- Wherever possible, a buffer zone shall be required between residential land uses and arterial highway facilities.
- Buffer measures shall be required between any land use and the I-10 and Route 30 Freeways.
- All roadways shall be encouraged to be designed in a manner that will enhance the interplay of vehicular and pedestrian safety.
- Truck traffic shall be limited to those routes established by City ordinance.
- Parking of trucks shall be regulated where necessary to discourage parking on primarily residential streets and in other locations where they are incompatible with adjacent land uses.

Goal 3

To accommodate alternative modes of transportation to the private automobile in the City, including non-motorized transportation (bicycle and pedestrian), public transportation and recreational trails.

Strategies

- Public transportation facilities shall be promoted that: (1) provide a viable alternative to the automobile; (2) satisfy the transportation needs of the commuters, the economically disadvantaged, the aged, the young, and the disabled; and (3) promote service at a reasonable and equitable cost to both the users and the general community.
- Every effort shall be made to implement the recommendations and policies of the 1995 City Bicycle and Pedestrian Facilities Master Plan.
- Regional commuter rail service shall be encouraged.
- Increased inter-community and regional bus service shall be encouraged.
- All new development shall be required to provide sidewalks, in accordance with the Master Plan of Streets and Highways.
- Pedestrian connections shall be encouraged between commercial uses and adjacent residential development through the City site planning review process.
- The special needs of the physically disadvantaged shall be recognized by ensuring that all sidewalks, streets and street crossings, public areas, and related facilities that are normally used by the general public will be accessible to the physically disabled.

Goal 4

To achieve a balance between parking supply and demand so that an adequate supply of parking is provided to meet the demands generated by the Land Use Element.

Strategies

- The City Zoning Code shall be periodically reviewed to ensure that parking requirements for new development accurately reflect the demand for parking generated by land uses with the City.
- All new development shall be required to provide adequate parking to meet their parking demands on-site or in consolidated parking facilities in close proximity to their site.
- Parking concepts that relate to joint or shared parking use to maximize utilization of existing and proposed parking facilities shall be considered.

- Whenever a development proposed to provide less parking than that required by the City Zoning Code, the applicant for that development shall submit a parking demand analysis to the City Public Works Director for review and approval.

Goal 5

To promote the aesthetic qualities of the street system:

Strategies

- Scenic attributes of Euclid Avenue shall be protected and enhanced.
- Wherever feasible, street construction and improvement projects shall be designed with a concern for street aesthetics, including street trees, landscaping and paving materials.
- All new development shall be encouraged to provide landscaped parkways, appropriate pedestrian amenities and other streetscape improvements that improve the aesthetics of the roadway to both vehicular and pedestrian traffic.
- Adequate street lighting that is energy efficient and appropriate to the area shall be encouraged.

Goal 6

To ensure that land use and transportation projects under the jurisdictions of private and other public agencies are compatible with the objectives of the City of Upland Circulation Element.

Strategies

- Prior to development, all land use and transportation projects in the unincorporated portions of Upland's sphere-of-influence shall be reviewed and approved by the City Planning Commission for compliance with applicable City transportation policies.
- Any proposal to modify or expand Cable Airport operations or facilities shall be reviewed and approved by the City Planning Commission.
- The provisions of the Cable Airport Master Plan shall continue to regulate future airport expansion.
- Every effort shall be made to coordinate with the State, regional and local governments and agencies on the future development and use of Route 30.
- Every effort shall be made to coordinate with the State, regional and local governments and agencies to ensure that any future improvements to the state highway system are conducted to the City's best interest.

IMPLEMENTATION

The following indicates the programs that may be carried out by the City of Upland to implement the goals and strategies of the Circulation Element.

A. Annual Seven-Year Capital Improvement Program

The City shall prepare an annual update to its Seven-Year Capital Improvement Program. This shall include the list of infrastructure improvements intended to be implemented by the City of the next seven-year period, a priority ranking of those projects, and identification of the available sources of funding to finance implementation of each improvement project.

B. Traffic Signal Plans

As part of its annual Seven-Year Capital Improvement Program, the City shall review the need for installation of additional traffic signals. The City shall also allocate or seek funding for the periodic evaluation of signal timing in the City so as to maintain efficient signal phasing and timing responsive to on-going traffic volumes. This review shall be conducted consistent with the findings and recommendations of the 1992 Traffic Signal Priority Study.

C. Infrastructure Cost Allocation / Reimbursement Program

City Ordinance No. 4400, adopted May 1993, establishes a Master Fee Schedule to compensate the City for the costs of providing services and mitigating impacts associated with development. This ordinance establishes street and traffic facility development fees and an associated payment schedule for all new residential, commercial and industrial development in the City. All new developments will be reviewed for conformity with this City Master Fee Schedule ordinance.

D. Buffer Sensitive Land Use

As part of the site plan review process, the City shall encourage developers to locate noise sensitive land uses away from heavily traveled roadways through the provision of landscaped buffers between such uses.

E. Inter-Agency Coordination

City staff shall participate in meetings with other governmental agencies, where practical, whenever program or policy discussion relating to transportation facilities that would affect the City of Upland are being discussed.

F. Transportation Demand Management

City Ordinance No. 1594, adopted December 1993, establishes transportation demand management strategies consistent with the County 1992 Congestion Management Ordinance. Recommended strategies include bicycle and pedestrian facilities, transit improvements, passenger loading areas, telecommuting centers and video conferencing facilities, and incentives to promote carpooling and vanpooling. As part of the site plan review process, the City shall review proposed developments to determine conformance with the City Congestion Management Program ordinance and pending CTP policies. Upon adoption of the CTP, the City shall review and, if appropriate, amend City Ordinance No. 1594 to ensure consistency with the CTP.

G. Traffic Impact Analysis Standards

As part of the site plan review process, the City shall determine whether a proposed development will require preparation of a traffic impact study. Required traffic impact studies shall be prepared consistent with City ordinance and County transportation policies.

H. Bicycle and Pedestrian Master Plan

As part of the site plan review process, the City shall determine whether a proposed development will impact the recommendations and policies of the 1995 City Bicycle and Pedestrian Facilities Master Plan. In addition, the City shall review the Master Plan periodically as a source of input to the City's Seven-Year Capital Improvement Program.

I. Parking Code Requirements.

The City shall review the parking requirements included in the zoning Ordinance for all land use categories, at least once every five years to ensure that parking requirements for new development accurately reflect the demand for parking generated by land uses with the City. As part of the site plan review process, the City shall review a proposed development for compliance with the parking code. Opportunities for joint or shared parking arrangements will be considered upon review and approval by the Public Works Director of a parking demand analysis.

J. Precise Plans and Standard Drawings

Specific street standards for design and improvement are set forth in numbers Precise Plans and Standard Drawings as well as Article VII of the Upland Municipal Code. These plans and standards shall be applied as appropriate to future transportation improvements.

Appendix A Level of Service

Level of service is a qualitative measure that describes operational conditions within a vehicular traffic stream. Level of Service measurement considers such factors as speed, travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. The criteria evaluates variable level of service conditions depending on type of roadway and whether the traffic flow is considered interrupted or uninterrupted.

A description of level of service and v/c ratio is as follows:

Level of Service	(V/C Range)
A	0.0 - 0.65
Low volume, high speed traffic. Individual users are virtually unaffected by the presence of others in the traffic stream. No vehicle waiting.	
B	0.65 - 0.75
Stable flow of traffic. Presence of other users in the traffic stream begins to be noticeable, but there is still considerable freedom to select desired speed. Only slight decline in the freedom to maneuver.	
C	0.75 - 0.85
Operating speeds and maneuverability controlled by other traffic. Individual users significantly affected by others in the traffic stream.	
D	0.85 - 0.93
High density but stable traffic flow. Freedom to maneuver is severely restricted. Poor level of comfort and inconvenience. Design standard for urban areas.	
E	0.93 - 1.00
Operating conditions at or near the capacity level. All speeds are reduced to a low, relatively uniform, traffic flow.	
F	N/A
Unstable traffic flow. Stoppages, frequently of long duration, occur.	

INTRODUCTION AND BACKGROUND

In 1971, a Scenic Highways Element was added as a requirement of community general plans. Then the element was regarded as a means for local involvement in implementing the State Scenic Highway Master Plan. Indeed, the preparation and adoption of a Scenic Highways Element is the first step in developing programs to protect and enhance official or Master Plan State Scenic Highways as well as official County Scenic Highways and local scenic highways.

Section 65302(h) of the California Government Code requires:

A scenic highways element for the development, establishment, and protection of scenic highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 on the Streets and Highways Code.

This element of the General Plan ascribes value and importance to visual resources seen from the community's well traveled roadways. Although Upland does not yet have highways eligible for official State designation,* there are local routes possessing attributes of scenic significance to persons living, working and traveling in Upland.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

General Plan issues which are covered by the Scenic Highways Element include the following:

- Identification of local routes and corridors having scenic values and aesthetic appeal to community residents and visitors to the City.
- Protection and enhancement of those visual resources along those community roadways possessing scenic beauty.

*Refer to Appendix 7-A for an explanation of the process for State scenic highways designation.

These two issues are interrelated with the concerns of both the Circulation Element and the Open Space/Conservation Elements. The Circulation Element (as previously discussed) delineates the nature and status of Upland's roadway network. Some, but not all of the roadways, possess aesthetic values worthy of protection and enhancement for the benefit of the citizenry and automobile travelers. Areas of scenic value or of historical/cultural interest are (to be) described in the Open Space/Conservation Elements. By pinpointing visual resources worthy of preservation, the Scenic Highways Element also functions as a way to guide achieving a harmonious land use mix.

INVENTORY OF SCENIC HIGHWAY RESOURCES

There are presently no officially designated State or County Scenic Highways in the City of Upland. However, there are routes of scenic and historical interest that warrant consideration for such designation. These latter routes include the following:

- Euclid Avenue
- Mountain Avenue
- Foothill Boulevard
- Benson Avenue

EUCLID AVENUE

Euclid Avenue is a State Highway (Route 83) which consists of two roadways separated by a wide median island. The entire avenue lies within a two hundred (200) foot right-of-way originally planned in 1882 by George and William Chaffey. Originally, the street median was planted with pepper trees. Over the years the pepper trees south of Foothill Boulevard have been replaced with Carrotwood trees. Mature gravillea robustis trees, however, line both sides of Euclid Avenue. There is an equestrian facility along

a portion of Euclid Avenue. The Euclid Avenue Parkway Bridle Path consists of a 15' pathway extending from 13th Street to 24th Street.

Historic Euclid Avenue was determined eligible for inclusion in the National Register of Historic Places in May 1977. The determination stated that:

Euclid Avenue is eligible as an early example of a planned center parkway, part of an innovative planned community designed by George Chaffey as a model colony in a rural community. It is noted for landscape architecture.

Historic Euclid Avenue extends from 24th Street in Upland to Philadelphia Street in the City of Ontario. Five blocks of stone-lined drainage ditches on Euclid Avenue were added to the National Register of Historic Properties in November 1979. Euclid Avenue is also on the State List of Historical Sites.

In 1975, the cities of Upland, Ontario, and Chino requested that Euclid Avenue be added to the State Scenic Highways eligibility list. After a field inspection by the Citizens Advisory Committee, the request was denied. The Committee felt that the same goal could be achieved at the local level through a cooperative effort by the cities.

Euclid Avenue is designated as a County Scenic Highway in the County's adopted General Plan. This presents a conflict as the County has no jurisdiction over State highways. Due to budget reductions resulting from the passage of Proposition 13, no further action has been taken toward the adoption of Euclid Avenue as an official County Scenic Highway.

MOUNTAIN AVENUE

For many years, Mountain Avenue has served as a main route to Mt. Baldy. This highway is a resource to provide a positive visual

image of Upland through a landscaping program that protects and enhances the scenic corridor. There is a special median north of Foothill Boulevard and landscaped setbacks.

FOOTHILL BOULEVARD

Foothill Boulevard has both scenic and historical value. It is U.S. Route 66. The City Master Plan of Highways shows Foothill Boulevard as a tree-lined boulevard with frontage roads (service roads) on each side. The "Madonna of the Trail" statue, located at the intersection of Foothill Boulevard and Euclid Avenue, is on the State List of Historical Sites. The Madonna is one of 12 identical statues which commemorate the routes taken westward by the pioneers settling this country. The Upland statue commemorates the Spanish Trail "American Post Road" connecting San Bernardino and Los Angeles and marks the end of the trail west. A tribute to Jedediah Smith who, in 1826, was the first white man to enter California overland, using an Indian Trail -- Cajon Pass -- through the San Gabriel and San Bernardino Mountains, is inscribed on the side of the statue.

The 12 statues were the result of a nationwide effort by the National Old Roads Association and the Daughters of the American Revolution to commemorate the pioneer routes.

The Upland statue was dedicated on February 1, 1929, and its base holds a time capsule containing a box of momentos collected by the DAR. The box is scheduled to be replaced at 50 year intervals from the date of its dedication. The original box was removed, with appropriate festivities, in February 1979 and replaced by a new box which will be opened in February 2029.

BENSON AVENUE

A precise plan has been adopted for the alignment of Benson Avenue from the proposed Foothill Freeway to its approximate intersection with Mountain Avenue at 21st Street. The alignment will

provide a 132 foot right-of-way consisting of two 37 foot wide curb-to-curb roadways, a 16 foot wide median island, a 26 foot parkway, and a 16 foot parkway. The 26 foot parkway will include a separated bike path. Several planned residential developments have been approved in the adjacent area but, as yet, none have been constructed. When Benson Avenue is completed and the surrounding area developed, there will be a well landscaped highway that traverses an attractive urban area.

STATEMENT OF GOALS AND OBJECTIVES

Goals and objectives for the Scenic Highways Element are listed in this section.

GOALS

- *To protect and enhance the scenic attributes of Euclid Avenue, Mountain Avenue, Foothill Boulevard and Benson Avenue.*
- *To achieve a system of potential scenic routes that will provide for increased enjoyment and opportunity for scenic pleasure driving and travel.*

OBJECTIVES

- *To include trails, bicycle routes, equestrian facilities, and rest stops where appropriate.*
- *To develop corridor improvement programs to enhance scenic qualities.*
- *To encourage the design of road and street improvements that will enhance vehicular and pedestrian safety.*
- *To explore the possibilities of developing a local scenic highway program for Euclid Avenue as a joint program among the cities of Upland, Ontario and Chino.*

DESCRIPTION OF IMPLEMENTATION MEASURES

Implementation measures to foster achievement of the stated goals and objectives include a series of policies and regulatory tools. The policies are intended to guide land use and future development in areas adjacent to highways of local scenic interest. The regulatory tools are presented with respect to the four roadways under consideration -- Euclid Avenue, Mountain Avenue, Foothill Boulevard and Benson Avenue. Exhibit 7-1 shows the location of the four roadways having local scenic interest.

POLICIES

- *Existing specimens and stands of trees and other plant materials of outstanding scenic value should be protected except where their removal is required to protect the health of the plant community or as determined necessary for traffic safety.*
- *Every effort should be made to identify, protect and enhance all historical points of interest along scenic routes.*
- *Building heights and setbacks of structures should be regulated so as not to obstruct or otherwise detract from important views.*
- *Existing or indispensable conflicting land uses should be specially landscaped to blend with the landscape qualities of the route. This can be accomplished through the use of plantings, mounding, and in some instances, attractive fencing.*
- *Every attempt should be made to use signs for identification rather than as a means of advertising. The design, materials, color, texture, and location should be in harmony with the surrounding environment.*
- *Off-premises outdoor advertising should not be permitted in a scenic corridor.*
- *New or relocated utility lines should be placed underground wherever possible.*

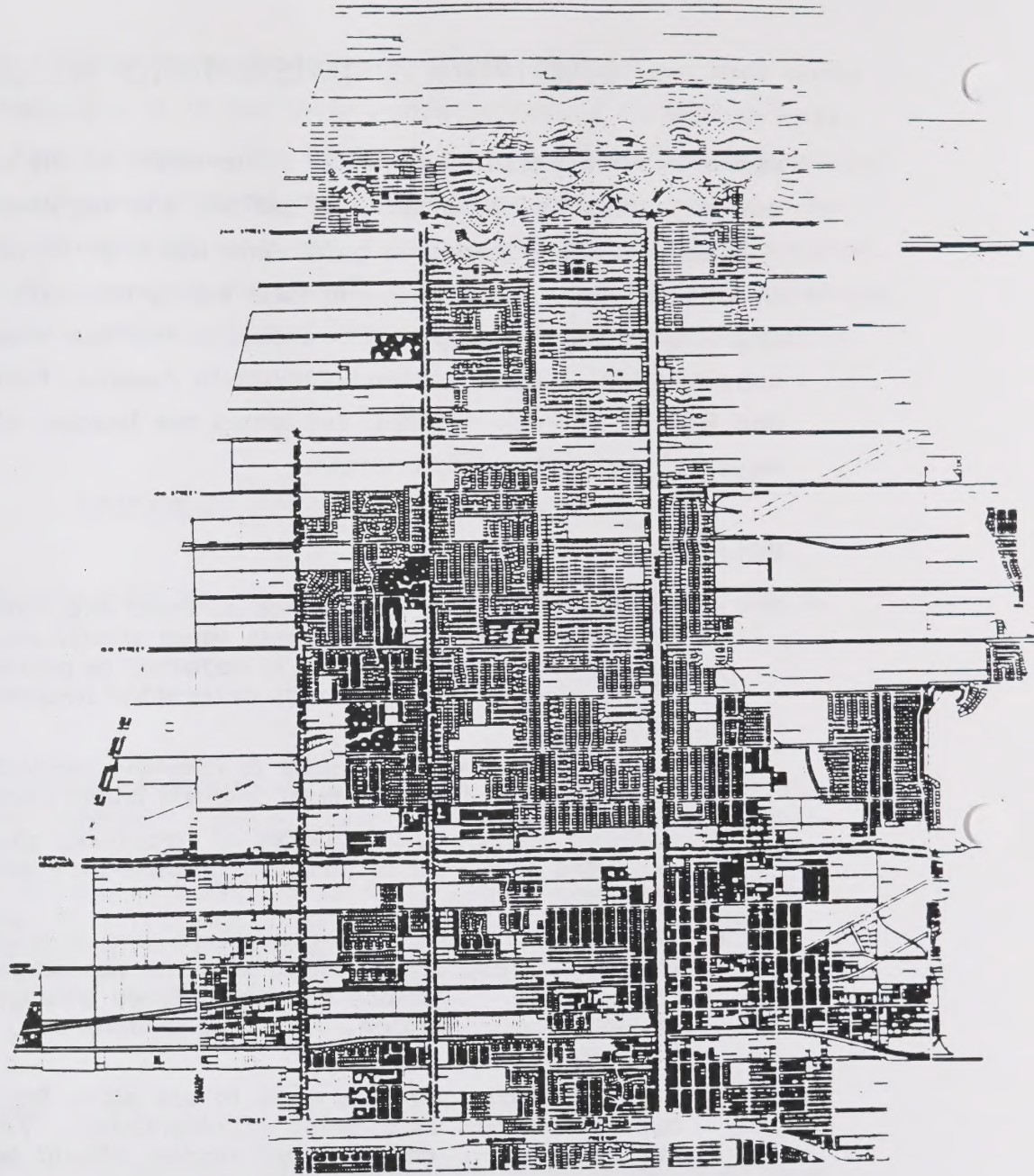


EXHIBIT 7.1

ROADWAYS HAVING LOCAL
SCENIC INTEREST

REGULATORY TOOLS

Euclid Avenue

The Land Use Element of the General Plan was amended by Resolution 2927. That Resolution identifies appropriate land uses for the Euclid Avenue corridor. The corridor is defined as an area extending 400 feet east and west of the centerline of Euclid Avenue from the south City limits to the south line of Eugene Court. The City Zoning Ordinance was amended to add Chapter 9487, known as the Scenic Corridor (SC) Overlay zone. This zone encompasses all lands located within 250 feet of the centerline of Euclid Avenue between the north and south City limits. The Scenic Corridor zone identifies permitted uses within the zone and indicates development standards that include setbacks, lot coverage, height limitations, access, and signage. The Land Use Element and Zoning Ordinance thus serve to protect and enhance the scenic attributes of Euclid Avenue.

In 1979, the City proposed a Euclid Avenue Traffic Improvement Project to increase intersection capacity, reduce accidents, and provide better traffic flow. The project involves 10 intersections from the San Bernardino Freeway north to 19th Street. Implementation of this program is now in progress.

Mountain Avenue

The City has developed a landscape plan for Mountain Avenue north of Foothill Boulevard. The plan specifies median improvements, street trees, and shrubbery. The Zoning Ordinance requires a 25' landscaped setback along Mountain Avenue south of 16th Street. Continued implementation of these two measures serves to assure the scenic values of Mountain Avenue.

Foothill Boulevard

Foothill Boulevard has existing buildings that project into the ultimate right-of-way planned for service roads. No expansion of such buildings is permitted by City policy. After the useful life of these

buildings has expired, any new buildings to be constructed must be outside the ultimate right-of-way. Although the Zoning Ordinance does not require a setback along Foothill Boulevard, all development plans are reviewed by the City's Architectural Commission. It has been the City's policy to maintain a minimum of a 10 foot landscaped setback along Foothill Boulevard.

Benson Avenue

Adoption of Resolution No. 2779 established an alignment for Benson Avenue north of 19th Street that provides a landscaped median, landscaped parkways, a bike path, and meandering sidewalks. It is anticipated that the City will enter into landscape agreements with adjoining planned residential developments to ensure the maintenance of the median and parkways. A landscaped median has also been provided on Benson Avenue between 7th and 8th Streets.

The highways identified as having local scenic interest do not require the acquisition of any additional right-of-way. As existing highways, commitments have already been made for their maintenance. The improvement and maintenance of local scenic drives is the responsibility of the local agency. The public right-of-way for Euclid Avenue, Mountain Avenue, and Foothill Boulevard is maintained by City funds.

INTERNAL CONSISTENCY

There is internal consistency between the Scenic Highways Element and the Land Use, Circulation and Open Space/Conservation Elements. As earlier noted, an implementation measure included in the Scenic Highways Element is Resolution 2927 which amended the

Land Use Element. That Resolution and amendment to the Land Use Element prescribes appropriate land uses for the Euclid Avenue scenic corridor. The Circulation Element proposes designations for the roadways of local scenic interest which are compatible with the intent of the Scenic Highways Element (i.e., arterial classification, right-of-way, etc.). Finally, the findings and recommendations of the Scenic Highways Element serve as inputs to the considerations of the Open Space/Conservation Elements.

APPENDICES

7-A STATE SCENIC HIGHWAYS DESIGNATION

7-B PERSONS CONSULTED

APPENDIX 7-A: STATE SCENIC HIGHWAYS DESIGNATION

In 1960, the State legislature initiated research to determine methods of preserving scenic resources along highways. The Scenic Highways Act of 1963, SB1467, was the culmination of this effort. The State Highway Program established a Master Plan of Scenic Routes and a Citizens Advisory Committee to work with local government and to advise the California Department of Transportation in administering the statewide program. The scenic highways concept is oriented toward the protection and enhancement of routes that travel well-defined visual corridors of natural resources or unique urban scenes.

CalTrans (California Department of Transportation) was given the responsibility for coordinating State and County scenic highways programs. Local government was given the authority to regulate land uses visible from the scenic highways. This area is known as the scenic corridor. A scenic route consists of a scenic highway and a scenic corridor.

A route must be listed in the Master Plan of Scenic Highways to be eligible for adoption as an official State Scenic Highway.

Preparation of a Scenic Highways Element initiates the designation process. It may also serve as the basis for a request to the Scenic Highways Advisory Committee to recommend the addition of a particular highway to the State Master Plan.

After the local agency adopts a Scenic Highways Element as part of the General Plan, a request is made for CalTrans to prepare a corridor survey and a highway facilities plan. The corridor survey is composed of the following elements:

- Suggested corridor boundaries
- Scenic values within the corridor
- The relationship of the right-of-way to the surrounding environment
- Proposed realignments
- Potential locations for roadside rests, vista points, and information sites

The highway facilities study discusses the roadway, right-of-way, and appurtenant structures in relation to aesthetic standards and scenic elements within the corridor.

Once the necessary highway studies have been completed, the local agency must prepare a corridor protection plan. This plan is composed of implementation measures to protect and enhance the scenic corridor. After the corridor protection plan has been adopted, the local agency can request the District Director of Transportation to designate the route as an official State scenic highway. An officially designated route will be added to all CalTrans maps and publications. CalTrans will also place "poppy" signs along the scenic route.

The County may develop a County Scenic Highways system to be coordinated with the State system. County Scenic Highways are segments of county highways that the Director of CalTrans has officially designated at the request of local government. The County Scenic Highways Element and implementing ordinances form the basis for the request. All standards prescribed for State Scenic Highways apply equally to County Scenic Highways.

Local municipalities may also designate local scenic routes as part of the Scenic Highways Element although this is not a requirement. Local scenic highways are segments of state highways or local streets which are of scenic significance but do not qualify for State designation.

APPENDIX 7-B; PERSONS CONSULTED

- Bea Riggs, Chaffey Community Cultural Center
- Don Bower, County of San Bernardino
- Don Weaver, CalTrans
- Kenny Hoover, Director of General Services
City of Upland
- Fred Blanchard, City Engineer
City of Upland
- G.W. "Bill" Young, Planning Director
City of Upland

8
SEISMIC SAFETY/
SAFETY ELEMENT

INTRODUCTION AND BACKGROUND

In 1971, subsequent to the San Fernando earthquake of February 1971, a heightened awareness of earthquake hazards prompted the State Legislature to enact legislation requiring counties and cities to adopt a Seismic Safety Element within their respective General Plans. Section 65302(f) of the Government Code states:

A Seismic Safety Element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, or to effects of seismically-induced waves such as tsunamis and seiches.

In addition to the aforementioned, Senate Bill 591 designates:

The Seismic Safety Element shall also include an appraisal of mudslides, landslides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface rupture from faulting, ground shaking, ground failure and seismically-induced waves.

While the two previously mentioned mandates deal specifically with seismic hazards, the State Legislature designated, by the enactment of Section 65302(1) of the Government Code, a general Safety Element:

A Safety Element for the protection of the community from fires and geologic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures, and geologic hazard mapping in areas of known geologic hazard.

Originally an optional element, the Safety Element became a mandatory element of the General Plan in 1971. The provision for a Safety Element as a mandatory component of a General Plan was partly in reaction to the devastating wildland fires that happened in September and October 1970. The principal purpose of a Safety Element -- protection from the consequences of community hazards -- is of utmost interest to the residents of Upland.

With the chief emphasis on the Seismic Safety Element being placed upon the identification and assessment of seismic hazards, guidelines fixed by the State include the identification of seismic hazards such as:

- Susceptibility to surface ruptures from faulting
- Susceptibility to ground shaking
- Susceptibility to ground failures
- Associated seismic hazards such as tsunamis and seiches
- Seismically related conditions such as slope stability, mudslides and landslides

In addition to the identification of potential seismic hazards, the Seismic Safety Element, as a viable plan aiming at the reduction of loss of life and property, and disruption of socio-economic networks, should investigate:

- Possible structural hazards, such as the disruption of transportation and utility networks, and the failure of any man-made structures, such as buildings of any type, dams and associated flood control works.
- And, the development of plans and programs pertaining to safety and emergency systems.

Fire and geologic hazards are the two principal considerations of the Safety Element. Planning guidelines of the element have the function of preventing and reducing death, injuries, damage to property and the social dislocation caused by *fire, geologic hazards* and other *public safety hazards*. The Safety Element requirement focuses principally on fires in wildland areas adjacent to urban development and on geologic hazards. The element may deal with other locally pertinent public safety concerns such as urban structural fires, hazardous materials, and defensible space.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

General Plan issues of most concern within the scope of the Seismic Safety Element include the following:

- Inventory of seismic and geologic hazards
- Inventory of associated seismic and geologic hazards
- Appraisal of seismic and geologic hazards

General Plan issues encompassed within the scope of the Safety Element include the following:

- Identification of and protection from fire hazards
- Identification of and protection from geologic hazards

Both elements -- Seismic Safety and Safety -- deal with the more generally defined issue concerning the identification of and protection from hazards that have their origin primarily in natural conditions and occasionally in man-made conditions. Thus, the elements are combined into one document that encompasses the full range of potential hazards including seismic, geologic, and fire conditions as well as related potentially hazardous conditions such as flooding, hazardous materials and airport safety.

This one element which integrates community safety concerns is related to both the Open Space Element and the Land Use Element. Specifically, as designated by Government Code Section 65560b(4), seismic safety is linked with the implementation of a municipal open space plan. As a means of enhancing public health and safety, open space land is so designated in situations that need special regulation and management. Open space -- undeveloped land devoted to open space use -- includes those areas put aside because of hazardous conditions such as earthquake fault zones, unstable soil areas and flood plains. Moreover, the Land Use Element is based, in part, on the findings and recommendations concerning community safety and open space lands.

INVENTORY OF HAZARDOUS CONDITIONS

Included in the inventory of hazardous conditions are the following factors:

- Local and regional fault systems
- Related seismic hazards including surface rupture, ground shaking, ground failure, slope stability, subsidence, inundation from a dam failure, and tsunamis and seiches
- Community hazards including fires, hazardous materials, flooding and airport safety.

These conditions are explained in the following paragraphs. Many of the terms relating to seismic and geologic conditions are uncommon. For this reason, a glossary is presented as Appendix 8-A. That glossary contains definitions of 24 terms used in this element of the General Plan.

LOCAL AND REGIONAL FAULT SYSTEMS

The City of Upland is located within a region that has historically been affected by considerable seismic activity. Numerous earthquakes have impacted this region in the recent geologic past, perhaps the most remembered being the San Fernando Earthquake of February 9, 1971. Specifically, the following fault systems should be considered as potentially hazardous to the City of Upland:

- San Andreas Fault -- Regional
- San Jacinto Fault -- Regional
- Cucamonga-Sierra Madra Fault -- Local
- Red Hill Fault -- Local
- San Jose Fault -- Local

Descriptions of these five fault systems are found in Appendix 8-B. Those descriptions include fault type, proximity to Upland, general location and historical seismicity. That same appendix also contains a map delineating the location of the local and regional fault systems.

RELATED SEISMIC HAZARDS

Seismic hazards and risks are not necessarily restricted to those areas directly along or surrounding a fault. Depending on the type of fault system, its depth, and other factors, earthquake waves produced by a seismic incident may have a far-reaching impact. Consequently, in order to ascertain the ramifications which earthquakes might have for the City of Upland, it is necessary to inventory related seismic hazards.

Surface Rupture

During a seismic episode, quite frequently the ground along a fault will break and move either vertically, horizontally or in both directions, depending on the particular type of fault. Of primary importance when considering the possibility of surface ruptures is the proximity of man-made structures and their associated populations. Those faults running directly through or along the City of Upland constitute the greatest hazard in terms of surface rupture (i.e., Cucamonga-Sierra Madre, Red Hill and San Jose Faults).

Ground Shaking

Damage caused by ground shaking is a more widespread and serious threat to surrounding areas and populations than surface rupture. Three conditions shape the impact of ground shaking on Upland: fault proximity; earthquake source (i.e., depth of the focus, the epicenter and the magnitude); and underlying rocks and soils. The condition listed last is very important because certain soils will either magnify or diminish the effects of seismic waves as they travel through the ground surface. Alluvium, or water layed soils, for instance, will have a tendency to amplify ground motion as opposed to solid bedrock, which diminishes movement. Upland is located in the Chino Basin, an area underlain, for the most part, by thick alluvium. Consequently, ground shaking could be a severe problem, particularly for taller structures, in the event of a seismic incident.

Ground Failure

This term refers to unstable ground conditions such as liquefaction and lurching. Parts of Upland, because of certain soil conditions, may have a propensity to liquefaction. Lurching also may be a problem in those areas of Upland which are subsiding.

Slope Stability (Mudslides and Landslides)

This is a minor problem in the City of Upland. San Antonio Heights (in the sphere of influence) is located in soil associations having slopes that vary between 15% to 20%. That area may be susceptible to landslides.

Subsidence

From all indications, subsidence has been occurring in Upland for at least 15 years due to the removal of ground water. The County of San Bernardino instituted a program in the early 1970s to recharge ground water aquifers and, hopefully, this program will alleviate problems associated with ground subsidence.

Inundation from a Dam Failure

The possibility of inundation from a dam failure, while remote, exists under given conditions in the City of Upland. Because of the proximity of the Cucamonga Fault to the San Antonio Dam, the threat of inundation cannot be overlooked. Dam failure is possible, for instance, when simultaneously unusually high amounts of precipitation and runoff would fill the dam to capacity and a seismic event occurred along the Cucamonga System.

Tsunami and Seiche

Tsunamis, or "tidal waves," are a coastal problem and thus have no bearing on the City of Upland. Seiches, or waves generated by an earthquake in inland bodies of water, could arise under unusual circumstances. These unusual circumstances include abnormally high seasonal precipitation concurrent with a major seismic event. The

waves produced by an earthquake would not be the major problem; rather, there could be an increase in the risk of spillover and dam failure associated with San Antonio Dam.

These seismic related conditions are more fully explained and described in Appendix 8-C.

COMMUNITY HAZARDS

These hazards include wildland fires, urban fires, hazardous materials, flood hazards and airport safety. Existing conditions pertaining to these hazards are presented in the material that follows.

Wildland Fires

Areas of dense brush occur in the northeastern and northwestern portions of the City. The area north of the proposed Foothill Freeway, between 19th and 20th Streets, has been designated as a Special Fire zone due to its proximity to high fire hazard brush areas. This zone is shown on Exhibit 8-1.

Urban Fires

Industrial parks and the downtown area are the highest urban fire hazard areas. These areas are located in the southern sectors of the community and are delineated geographically by the Land Use Element.

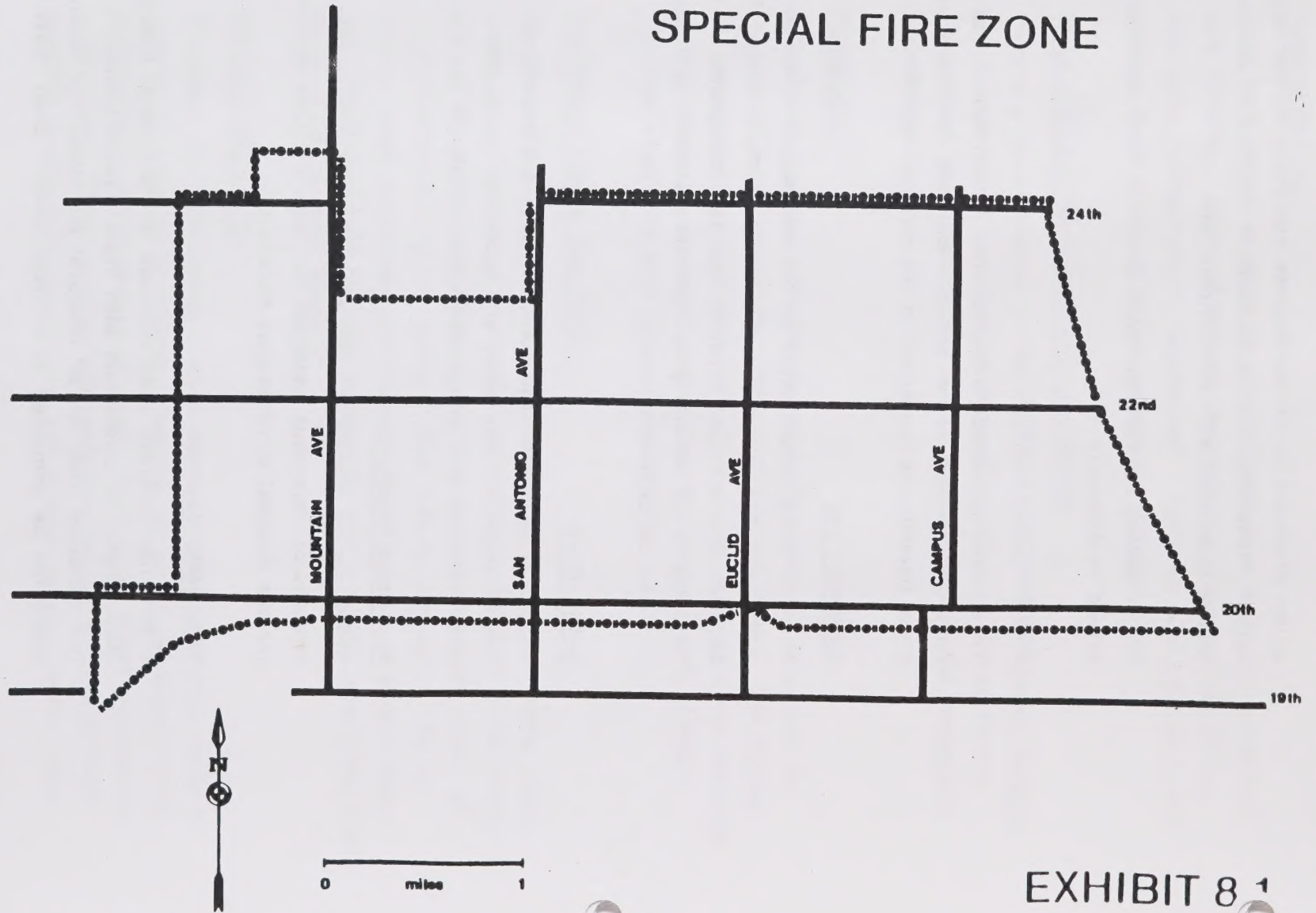
Hazardous Materials

There are no industrial uses in the City of Upland that require large amounts of hazardous materials nor does the City contain any sites for the disposal of hazardous materials.

Flood Hazards

Information recently made available to the Federal Emergency Management Agency in connection with Flood Hazard Boundary Mapping has indicated that, for all practical purposes, the Upland community would not be inundated by a "base flood." That "base flood" is

SPECIAL FIRE ZONE



defined as a flood having a one percent chance of being equalled or exceeded in any given year. On this basis, the Natural Hazards Division of the Federal Emergency Management Agency rescinded the Flood Hazard Boundary Map for the City of Upland. Up until this notification, the City had been complying with regulations of the National Flood Insurance Program for managing areas designated as Special Flood Hazard Areas (A Zones). The entire Upland community is now classified as Zone C, a protected zone, and, therefore, compliance with the previous regulations is no longer necessary.

Airport Clear Zone

Cable Airport, a privately owned "Stage II" basic utility airport, is located within the City of Upland. The airport area was annexed by the City in 1966 and a master plan for the airport was adopted in 1981. In order to protect public health and safety, a clear zone has been established. That zone extends 1,000 feet to the east and 700 feet to the west of the airport.

Other regulatory tools implemented with respect to enhancement of safety of airport operations and protection of the general public from potential nuisances and/or hazards attributable to aircraft operations are set forth in page 8.17 of this Element.

APPRAISAL OF SEISMIC/GEOLOGIC HAZARDS AND COMMUNITY HAZARDS

Natural and man-made conditions exist in Upland which may pose hazardous threats to public health and safety and generate damage to property. These conditions pose *potential* hazards to the community. Their incidence in Upland sometimes depends on the occurrence of unusual circumstances and the actual risk of these cannot be predicted with certainty. A general appraisal of seismic/geologic hazards and community hazards is provided in this section.

SEISMIC/GEOLOGIC HAZARDS

Earth scientists predict that sometime within the next 75 years an earthquake of major proportion will strike the southern California region. The predicted earthquake is supposed to be comparable to the Fort Tejon incident which achieved a magnitude of 8+ on the Richter Scale. Even without taking this impending disaster into consideration, from all geophysical evidence, Upland is located within an area of extreme seismicity. The major seismic and geologic hazards affecting the City of Upland have been briefly considered, but at this point they should be reassessed in terms of the potential risk they pose to the community.

Ground Shaking

The primary seismic threat facing Upland is that associated with ground shaking. The City is located in a structural trough overlaid by thick deposits of alluvium. Generally speaking, Upland is situated in an alluvial plain which has developed over centuries, and which has, in particular areas, thicknesses approaching 1,000 feet. This geologic condition has a tendency to amplify seismic waves and could intensify the magnitude of their effect. In particular, in areas having deep alluvial deposits in excess of 100 feet, tall buildings (greater than 25 stories) might suffer severe damage in the event of a major seismic event. The City does not have structures of 25 stories and none are expected in the future. In regions of thinner soil deposits, short structures, such as tract homes, could undergo significant trauma. In addition, mid-rise structures may be vulnerable in those areas exaggerating waves having periods of one to two seconds.

Ground Rupture

The importance of ground rupture as a potential serious seismic hazard is relatively minor when compared with ground shaking. However, the threat is not to be overlooked, particularly if man-made structures, such as homes, schools, hospitals, utility lines, flood control channels or dams, pass nearby or through one of the

fault systems that exist within Upland. The Alquist-Priolo Geologic Hazard Zones Act, passed in the early 1970s, designates that any developer wishing to construct a building or structure must investigate the possibility of surface rupture within specific seismic zones. The San Andreas, San Jacinto and Cucamonga Faults exist within zones specified by the Alquist-Priolo, and the Red Hill and San Jose Faults could be treated in the same light.

Ground Failure

Liquefaction and lurching pose a probable menace in those parts of the Chino Valley which have been subjected to ground water withdrawal. Under conditions of saturation, alluvial soils in the valley would be highly susceptible to both liquefaction and lurching. Likewise, these areas of ground water withdrawal are subject to surface subsidence and soil compaction. Hopefully, these regions that have suffered subsidence through ground water removal will be at least partially restored through the previously described recharge program instigated by San Bernardino County. Theoretically, the entire Chino Valley has suffered some degree of subsidence.

Landslides and Mudslides

These are problems associated with highland areas, or landscapes having grades exceeding 20% and, therefore, would not be a potential problem in the City of Upland. The one exception might be the outlying district of San Antonio Heights which flanks an area having a moderate landslide potential.

Inundation Due to Dam Failure

This is a remote possibility in the event of a severe winter season having extremely high amounts of precipitation, approaching those designated by the category "100 year flood." Remoteness of this potential is enhanced by the number and capacity of "settling basins" located south of the dam, which are designed to accommodate conditions well above a 100 year flood category. In addition to the forementioned factor, dam failure, specifically the San Antonio Dam is highly improbable without a concurrent seismic incident.

COMMUNITY HAZARDS

Potential community hazards are mitigated by the adequacy of fire protection services and emergency preparedness. These two considerations are assessed in the following paragraphs.

Fire Protection Services

The Upland Fire Department currently employs 47 persons. The staff consists of one Fire Chief, three Division Chiefs, one Deputy Fire Marshall, a Fire Inspector, two secretaries, and 39 firefighting personnel. The main fire station is located at 475 N. Second Avenue. There are also substations at 2046 N. San Antonio Avenue and 1350 N. Benson Avenue.

The Fire Department has three first-line engines, two reserve engines, a water tanker, six staff cars, one utility vehicle, and a 100-foot aerial ladder truck. Each first-line engine carries 2,900 feet of hose, a full complement of ladders, and 500 gallons of water.

Annually, the Upland Fire Department responds to over 500 fires and 1,200 rescues. Although the Fire Department does not have a paramedic unit, assistance to private ambulance company paramedics is provided. The City also has an Automatic Aid Agreement with the cities of Ontario, Montclair and Rancho Cucamonga to provide first-alarm response with the closest available equipment.

Emergency Plans

In June of 1972, the City of Upland adopted an Emergency Plan. It was revised in 1974, 1976, and most recently in September 1980. The purpose of the Emergency Plan is to prepare, mobilize and employ public and private resources to meet essential needs in serious emergencies.

can counter these anticipated impacts. Planning policies and implementing actions that relate to public safety also are presented in this section.

POLICIES

- *The City of Upland should identify and further investigate seismic and geologic conditions affecting the community.*
- *Public works projects should be promoted in order to minimize the effects of a seismic hazard.*
- *A program of building inspection should be instigated to identify structures that do not satisfy modern earthquake standards for construction and accommodate design standards of the City building code.*
- *A program should be initiated by which hazardous structures are identified and then, through mitigation by the City Council, eliminated.*
- *Future developments should be scrutinized with the implications of potential seismic risk taken into account.*
- *Construction of buildings or other structures directly on or near an active fault system or other geologic hazards should be discouraged.*
- *Existing structures housing infirmed or vulnerable persons, such as hospitals or schools, should be investigated as to their location in respect to seismic or other geologic hazards.*
- *Further research should be conducted on inundation potential of San Antonio Dam.*
- *The locating of critical facilities and structures of high or involuntary occupancy adjacent to a potentially active fault should be discouraged.*
- *A program of public education should be instigated so that the citizens of Upland may have information concerning seismic and geologic hazards.*
- *All new developments within the City of Upland should be required to comply with established seismic safety standards.*
- *Older developments, particularly those constructed prior to 1948, should be thoroughly investigated by a qualified engineer for potential hazards. Following this inspection, a structure in suspect condition should be subject to programs such as renovation, occupancy reduction, and selective demolition.*
- *Fire safety standards should be developed for development in areas of high fire hazard.*
- *Fire flow requirements should be established for new development in urban fire hazard areas.*

- *Escape routes that will safely accommodate public evacuation should be delineated and incorporated in the Emergency Plan of the City.*
- *Standards for the use of hazardous materials should be adopted.*
- *The maximum safety of users of the airport and residents of the surrounding area should be assured.*
- *The compatibility of the airport with nearby residential uses should be assured.*

REGULATORY TOOLS

The following provides regulatory devices which allow for the implementation of the policies adopted by the City of Upland within the Seismic Safety and Safety Elements.

Seismic or Geologic Hazards

Overlay zoning practices may be initiated for those areas susceptible to seismic or geologic hazards. The purpose of a "Seismic Hazard Overlay District" is to protect life and property by setting requirements for the extent of earthquake consideration that should be incorporated into development proposals before approval by the City. Areas covered by the Overlay District would be subject to obtaining a Conditional Use Permit. All applications for a Conditional Use Permit, in turn, would (for example), be accompanied by a combined, in-depth geologic and soils investigation prepared by a registered geologist, certified by the State of California as an engineering geologist and by a licensed civil engineer qualified in soil mechanics.

Wildland Fires

The potential of this hazard is mitigated by the establishment of a Special Fire Zone and Building Regulations. That portion of Upland located within the north, east and west City limits which is bounded on the south by the north right-of-way line of the proposed Route 30 (Foothill Freeway) has been declared a Special Fire Zone. Article 3 of the Municipal Code restricts the types of roof coverings allowed in this zone. Section 8101.051 of the Building Regulations requires that

all new structures or alterations to existing structures conform to the following standards:

- The exterior surface of all exterior walls shall be protected with materials as required by the Uniform Building Code for one-hour fire-resistive construction.
- All roof coverings must be a minimum Class B as set forth in Chapter 32 of the Uniform Building Code and U.B.C. Standards 32-7.

Urban Fires

Human and property losses in areas subject to urban fires are mitigated by requiring fire alarm and sprinkler systems dependent on fire flow requirements. New structures in urbanized portions of Upland must conform to City fire flow requirements. Any structure which has a calculated required fire flow of 2,000 gallons per minute or greater must provide a supervised fire alarm system. Any building having a calculated required fire flow of 4,000 gallons per minute or greater must provide a supervised fire sprinkler system.

Flooding

The City presently has adequate flood control facilities. New development is required to control only on-site run-off in accordance with the requirements of the City Grading Ordinance.

Hazardous Materials

Any use within the City of Upland that involves hazardous materials is subject to the requirements of the National Fire Code.

Emergency Plans

The City of Upland Emergency Plan, adopted in June 1972 (revised 1980), outlines evacuation procedures and support services procedures in the event of a natural disaster or war emergency.

Airport Clear Zone

The City has established review procedures and regulatory actions to ensure maximum safety on-site and in the vicinity of Cable Airport.

- The airport clear zone is designated as "Open Space" on the Upland Zoning Map.
- Lands on each side of the extended west runway, to the intersection with Foothill Boulevard, are kept clear for 75 feet on each side of the centerline. A supplemental use zone controls building height and uses in this area. High intensity land use is discouraged. Typical uses consist of landscaping, parking, and roadways. Zoning on and around Cable Airport is shown on page 25 of the Cable Master Plan.
- All uses and building heights must conform to FAR part 77 requirements.
- All buildings within the 65 CNEL (shown in Exhibit 10-3, p. 14 of the Cable Master Plan) must be attenuated to an interior level of 55 CNEL.
- The City Zoning Code restricts development within hazardous areas.
- All land uses within the primary review area of Cable Airport (one mile around the airport) are submitted to the San Bernardino County West Valley Land Use Committee for their approval and to the Federal Aviation Authority for determination of height restrictions. "Notice of Construction" to, and clearance from, the Federal Aviation Authority (FAA) is required of all proposed development within established "Safety Zones" of the airport, as depicted in the Cable Airport Comprehensive Land Use Plan.
- No residential or institutional land uses are permitted within the projected 1990 60 CNEL noise contour boundaries of the airport.

INTERNAL CONSISTENCY

There is internal consistency between the Seismic Safety Element and Safety Element since the General Plan issues which are addressed by these elements are combined into a single document. This internal consistency is achieved with respect to background planning data, appraisal of hazardous conditions, goals and objectives and, finally, implementation measures such as policies and regulatory tools.

Besides the above, the related issue of designating open space land for public health and safety (i.e., flood plains) is incorporated into both the Open Space Element and the Land Use Element. Each of these documents designates the flood plains as open space. In connection with airport safety, the clear zone is designated as "open space" by the zoning map of the City. The consistency between the Noise Element and airport safety is achieved by previously mentioned implementation measures where all buildings within the 65 CNEL must be attenuated to an interior level of 55 CNEL.

APPENDICES

8-A: GLOSSARY

8-B: LOCAL AND REGIONAL FAULT SYSTEMS

8-C: DESCRIPTION OF SEISMIC RELATED CONDITIONS

APPENDIX 8-A: GLOSSARY

PART I

TERMINOLOGY

- Alluvium..... water layed soil deposits, such as silt, clay or sand.
- Earthquake earth movement through the sudden release of energy from crustal displacement, an explosion or a sudden jarring of the earth's surface.
- Epicenter the point on the earth's surface where ground motion is the greatest.
- Fault a fracture on or near the earth's surface along which displacement has occurred (graphic - fault types).
- Fault System a major break in the earth's crust including numerous tributary fractures.
- Fault Trace the physical manifestation on the earth's surface of the "trail" a fault is taking (graphic - fault trace).
- Focus the point where an earthquake originates. May be close to the earth's surface or at great depths.
- Ground Failure a general term used to classify unstable ground conditions such as landslides, liquefaction or lurching.
- Ground Rupture an actual break in the earth's surface along a fault trace.
- Intensity the measurement of the impact an earthquake has on man and his developments. Generally, earthquake intensity is classified by the Modified Mercalli Intensity Scale (graphic).
- Landslide..... a rapid downslope movement of enormous volumes of soil and bedrock moving in response to gravity.
- Liquefaction..... an unstable ground condition in which water saturated soils are transferred from a solid to a semi-liquid state due to a

variety of reasons. Among the factors contributing to liquefaction is the ground motion produced by an earthquake.

- Lurching.....ground displacement, usually of saturated soils, caused by the movement of seismic waves through that soil. This displacement and resulting surface cracks may or may not remain after an earthquake has ceased.
- Magnitude.....the measurement of the energy released by an earthquake and the associated ground motion. The Richter Magnitude Measurement Scale is a logarithmic, or exponential, scale in which each increase in number indicates an increase in ground motion of ten times (graphic).
- Mudslidethe downslope movement of soil in a semi-liquid state in response to gravity.
- Seiche a wave generated through the sudden release of energy, such as an earthquake; or through displacement of mass, such as by a landslide, within an inland, enclosed body of water, such as a lake.
- Seismicrelating to earthquakes.
- Seismicity degree of earthquake activity.
- Seismograph instrument utilized to measure vibrations within the ground such as those produced by an earthquake.
- Subsidence..... a lowering of the ground surface due to the removal of materials which lend support, such as ground water or petroleum. The result of this removal is compaction of soils and subsequent subsidence.
- Tsunami a Japanese term meaning "tidal wave," or a wave produced through seismic activity.

PART II

FAULT ACTIVITY

Historically Active Fault .. a fault which has experienced seismic activity within the past 180 years.

Active Fault a fracture along which displacement has occurred within a period of 10,000 years.

Potentially Active Fault ... a fault in which, while not theoretically active, gives indications of past seismic activity within the past 2 million years.

APPENDIX 8-B: LOCAL AND REGIONAL FAULT SYSTEMS

- *San Andreas Fault* -- This is a major right-lateral fracture in the earth's surface, the southern segment of which extends through a portion of San Bernardino County and which is located approximately 30 miles from the City of Upland. This 300 mile long rigid section of the San Andreas Fault System historically is noted for infrequent, large earthquakes. Perhaps the most notorious earthquake produced from this fault system was the Fort Tejon event which has been estimated as a magnitude 8+.
- *San Jacinto Fault* -- A close relative to the San Andreas Fault, this fault system has been estimated to be the most active fault in southern California. Located approximately 15 miles from Upland, while active, the San Jacinto Fault System is not generally noted for producing earthquakes of major magnitudes. Rather, the San Jacinto Fault, historically has produced moderate earthquakes (5.0m) approximately every five years. However, this average does not discount the possibility of a major earthquake occurring along this fault system.
- *Cucamonga-Sierra Madre Fault* -- Perhaps the most significant fault in terms of propinquity to Upland and respective spheres of influence, this system trends in a northeasterly direction through the northernmost portions of Upland, and directly through San Antonio Heights. This fault system has produced earthquakes historically which have varied from either moderate to severe, and there is also evidence of measurable vertical displacement along this system. Of significance in this fault system, the San Fernando earthquake of 1971 was considered to have emanated from the Sierra Madre Fault System.
- *Red Hill Fault* -- This fault system, also a member of the Sierra Madre system, is a peculiar shaped fault which trends generally southward from the San Antonio Heights region to Red Hill, where the system abruptly veers in northeasterly direction. The Red Hill Fault System flanks the eastern portion of the City of Upland, and intersects and parallels the proposed Foothill Freeway just south of Red Hill. The maximum probable magnitude along this system would not exceed, theoretically, 6.4.
- *San Jose Fault* -- Again, a member of the Sierra Madre System, meets as the central line of an apex which is formed by the Cucamonga and Red Hill Systems. From this northern point, the San Jose System runs in a southwesterly direction through the northwest corner of Upland. Very little is known about the San Jose Fault, and further data needs to be accumulated concerning the behavior of this system. It is estimated that an earthquake of 6.8m (Housner: 1970) could possibly be produced along this fault.

LOCAL AND REGIONAL FAULT SYSTEMS

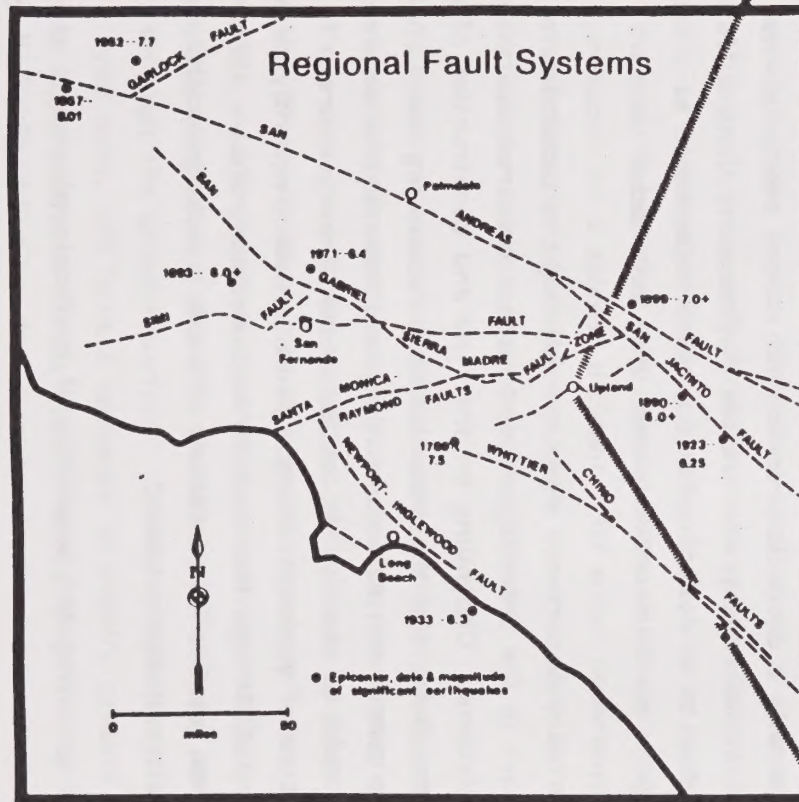
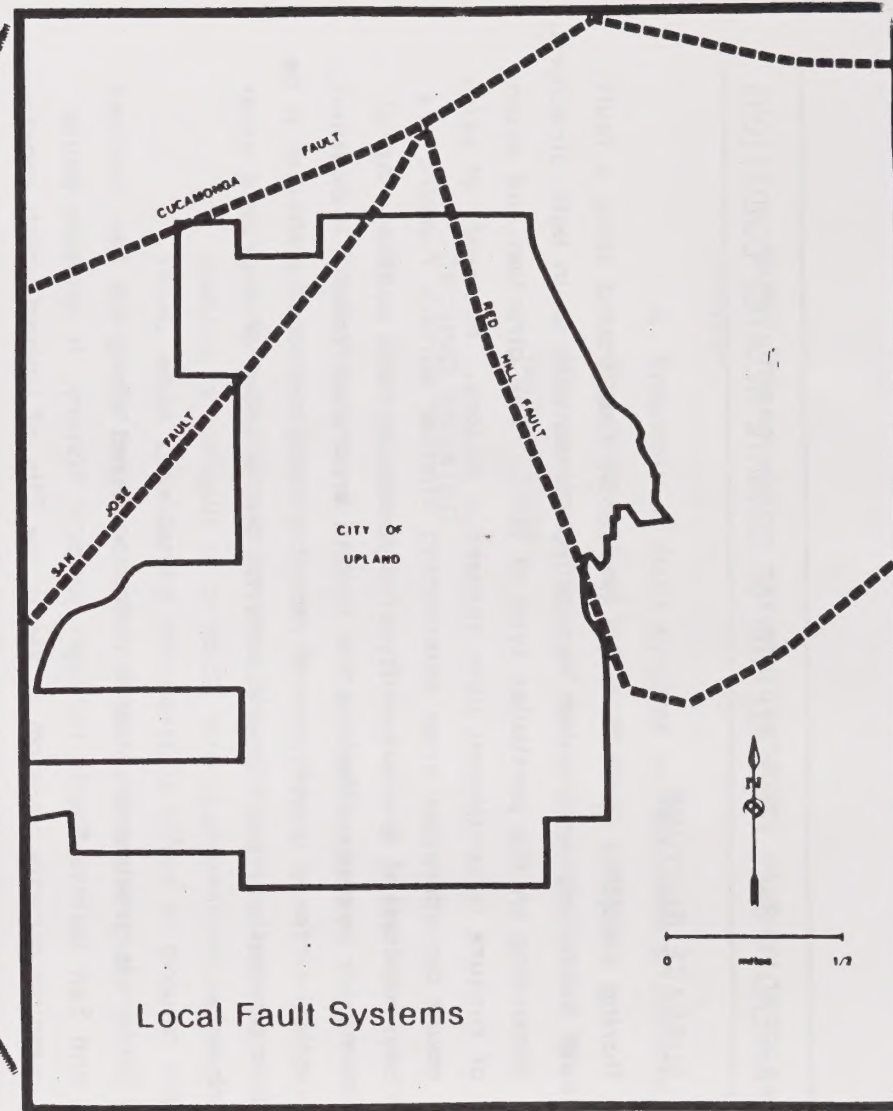


EXHIBIT 8.2



APPENDIX 8-C: DESCRIPTION OF SEISMIC RELATED CONDITIONS

SURFACE RUPTURE

During a seismic episode, quite frequently the ground along a fault will break and move either vertically, horizontally or in both directions, depending on the particular type of fault. The direction and extent of rupture is contingent upon numerous factors. However, of paramount consideration when determining whether surface rupture is a possible hazard is the activity of a particular fault system. All of the fault systems affecting the Upland area are, from all indications, active -- there is evidence of recent ground movement, whether it be an obvious surface rupture, alluvial displacement or a ground water barrier.

While the greatest displacement has occurred along the San Andreas and San Jacinto Faults through geologic history, it is those faults running directly through or along the City of Upland which constitute the greatest hazard in terms of surface rupture. Surface failure is not only a dramatic process that occurs suddenly when there is a major seismic event with sizable displacement along a fault trace, but also may be a slow, insidious process referred to as creep, which displaces earth materials slowly over a period of time.

Of primary importance when considering the possibility of surface rupture is the proximity of man-made structures and their associated populations. Depending on the type and construction of a building or structure, and the amount and duration of ground shaking during a concurrent seismic incident, displacement of only an inch or two could be cataclysmic to that respective structure. In addition, the type of movement along a fault system frequently determines the extent of damage incurred through surface rupture. From all indications, vertical displacement offers a greater potential risk than does lateral displacement.

When assessing the possibility of surface rupture and associated hazards to man-made structures such as buildings of all types,

dams, transportation systems, or utility systems, it is necessary to consider:

- Proximity of fault systems to man-made structures
- The "activity" of indicated fault systems
- The particular type of movement experienced by extant fault systems

GROUND SHAKING

While damage caused by surface rupture is limited to a relatively small area around a fault trace, damage caused by ground shaking is a more widespread and serious threat to surrounding areas and populations. However, possible damage or danger posed by ground shaking is difficult to predict, and is dependent on various factors. Thus, when considering the possible effect of ground shaking upon a particular region, certain factors should be taken into consideration.

Proximity of a fault or faults is a primary consideration when determining the impact of ground shaking on a community. In the case of Upland, at least five *active* fault systems are within 30 miles of the City. However, the distance of a fault from a particular area is not the only factor that will determine the intensity of ground shaking produced by a seismic incident. Of equal importance are the various characteristics of an earthquake's source, such as the depth of the focus, the epicenter, and the magnitude.

The two variables mentioned above primarily influence the degree or magnitude of seismic energy released in the event of an earthquake. Yet, one other factor dictates to a perhaps greater degree the intensity of a seismic event: a region's "geology" -- underlying rock and soils -- will predispose an area to shaking. Simply, certain soils will either magnify or diminish the effects of seismic waves as they travel through the ground surface. Generally speaking, alluvium, or water layed soils, will have a tendency to amplify ground motion as opposed to solid bedrock, which diminishes movement. Yet still other

components, thickness of alluvium, depth of the water table, and types of alluvium (sand, silt, clay, etc.) will influence the degree of ground shaking. For instance, thick alluvium, greater than 100', has a tendency to magnify long period waves; conversely, thin alluvium, less than 100', generally amplifies short period waves. Long period waves have a more devastating effect upon the design of tall buildings; in contrast, short period waves affect to a greater extent shorter structures such as single family structures.

Upland is located within the Chino Basin, an area underlain, for the most part, by thick alluvium. Ground shaking, therefore, could be a severe problem in the event of a seismic incident. Specifically, because of the depth of alluvium and possible major earthquakes generated along the San Andreas System, taller structures could be in jeopardy.

GROUND FAILURE

This is a general term given to unstable ground conditions such as liquefaction and lurching. During an earthquake, ground motion has a tendency to increase and cause ground failure in soils or slopes that are already susceptible to instability. Parts of Upland, because of certain soil conditions may have a propensity to liquefaction. Soils that have experienced subsidence may have a tendency, after a period of excessive precipitation, to become saturated and, in the event of an earthquake, liquify. Likewise, lurching may also be a problem in those areas of Upland which are subsiding.

SLOPE STABILITY (MUDSLIDES AND LANDSLIDES)

Slope stability, or the potential for mudslides and landslides, is, for the most part, a minor problem in the City of Upland. Mudslides and landslides occur primarily in areas having a greater than 2% slope. In other words, slope instability may exist in regions that are hilly or mountainous. The one area in Upland's sphere of influence that may be susceptible to landslides is San Antonio Heights, which is located in soil associations having slopes that vary between

15 to 20%. In addition, certain circumstances, such as water saturated soils, or a seismic incident, might increase the likelihood of a landslide occurring in the San Antonio Heights area.

SUBSIDENCE

From all indications, subsidence has been occurring in Upland for at least 15 years. The primary causative factor is the removal of ground water, and it is estimated that Upland could experience approximately another foot of subsidence by the turn of the century. Simply speaking, the more the water table is lowered, the greater the potential for ground subsidence. However, in the early 1970s, the County of San Bernardino instigated a program to recharge ground water aquifers and, hopefully, this will alleviate any problems that are associated with ground subsidence. Such problems include: damage to canals, drains, sewers, flood-control structures and pipelines, and possible ground lurching, and ground liquifaction in the event of an earthquake.

INUNDATION FROM A DAM FAILURE

The possibility of inundation from a dam failure, while remote, exists under given conditions in the City of Upland. Specifically, the San Antonio Dam, northwest of Upland, contains stream flow in San Antonio Canyon. The San Antonio Wash, an intermittent stream, would produce maximum discharge during the winter months (November through February) when seasonal precipitation and runoff is the greatest. This is not an unusual condition in southern California and, for the most part, San Antonio Dam is capable of containing seasonal flow.

Due to the propinquity of the Cucamonga Fault to the San Antonio Dam, the threat of inundation cannot be overlooked. If, for instance, the region underwent a severe winter with unusually high amounts of precipitation and runoff filling the dam to capacity, and a seismic event occurred along the Cucamonga System, dam failure is possible. This is a problem that may warrant further investigation and policy by the City of Upland and the Counties of San Bernardino and Los Angeles.

TSUNAMI AND SEICHE

Tsunamis, or "tidal waves," are a coastal problem and thus would have no bearing on the City of Upland. Seiches, or waves generated by an earthquake in inland bodies of water such as lakes and seas, depend upon numerous factors which include the shape, depth, and size of the respective body of water. The major reservoir, the San Antonio Dam, close to the City of Upland is not particularly likely to produce a seiche, or seiches, due to seasonal rates of precipitation. However, as in the case of the possibility of dam inundation, unusual circumstances could arise which might produce a seiche.

These unusual circumstances include abnormally high seasonal precipitation concurrent with a major seismic event. Yet since no major population surrounds San Antonio Dam, the waves produced by an earthquake would, by themselves, not be the major problem. However, motion within a usually still body of water could increase the risk of spillover and dam failure.

HAZARDOUS WASTE MANAGEMENT PLAN



ADOPTED PER
GPA-90-02
SEPT. 1990

GENERAL PLAN AMENDMENT GPA-90-02

CHAPTER 8: SAFETY/ SEISMIC SAFETY ELEMENT
APPENDIX 8-D

SITING OF SPECIFIED HAZARDOUS WASTE FACILITIES

(Replacing of Chapter 5 of the County of San Bernardino
Hazardous Waste Management Plan)

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SEPTEMBER, 1990

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I. INTRODUCTION

This portion of the Upland General Plan provides information, policies, and criteria regarding the siting of hazardous waste facilities within the City of Upland.

RELATIONSHIP TO THE COUNTY OF SAN BERNARDINO HAZARDOUS WASTE MANAGEMENT PLAN:

The City of Upland has elected to incorporate by reference all applicable portions of the County of San Bernardino Hazardous Waste Management Plan (County HWMP) into the City General Plan, with the following exceptions:

Chapter 5 of the County Hazardous Waste Management Plan, "Siting of Specified Hazardous Waste Facilities," is acknowledged for information purposes, only. All legislative and policy actions of the City regarding Hazardous Waste Management, Siting Criteria, and Land Use decisions will be guided by and consistent with the City of Upland General Plan and the Upland Municipal Code. In addition, Policy/Action P/A-12-7 of Chapter 12 is omitted, as there are no Department of Defense sites in Upland. Policy/Actions P/A-9-1, P/A-9-2, and P/A-9-3 of Chapter 9 are omitted, in order to allow flexibility in the development of Upland's own Household Hazardous Waste Program.

This General Plan appendix is intended to be consistent with and compatible to the County HWMP and representative of the local siting requirements and planning review process of the City of Upland.

RELATIONSHIP TO STATE LAW:

A number of actions by the State Legislature have established mandatory procedures for evaluating a hazardous waste facility application. Guidelines for City and County-level planning policy regarding such facilities have also been created. These legislative actions include the Tanner act, AB 2948 (Chapter 1504, Statutes of 1986) and the amending legislation SB 477 (Chapter 1167, Statutes of 1987), AB 3206 (Chapter 1389, Statutes of 1988), AB 3209 (Chapter 378, Statutes of 1988), and AB 34 (pending). The act establishes procedures for consideration of hazardous waste facility applications and development of local criteria for siting facilities. The act acknowledges the need for public input throughout the process and requires several avenues for public participation.

The City of Upland has adopted this portion of the General Plan in response to State law and it is intended to be consistent with the Tanner act and all other applicable State regulations.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS:

This portion of the General Plan is directly related to and serves to supplement Section 8, the Seismic Safety/Safety Element, of the City of Upland General Plan. It is anticipated that consolidation of this appendix with Section 8 will occur in the course of the next comprehensive revision of the City General Plan. Such a consolidation is a stated objective of this Hazardous Waste Management Plan. (see Goal 9).

II. DEFINITION OF SPECIFIED HAZARDOUS WASTE FACILITIES

Specified hazardous waste facilities are defined by the California Health and Safety Code (Sec. 25199.1(m)) as off-site facilities that accept wastes from more than one producer of hazardous waste. By law, a waste is defined as hazardous if it poses a threat to human health or the environment when not handled properly. A facility must have carefully engineered and designed means for acceptance, storage, and treatment of the wastes as well as trained personnel operating the site. Specified hazardous waste facilities encompass a variety of different types and technologies. The discussion below presents general information regarding the basic types of specified hazardous waste facilities.

1. Transfer and Storage Facilities

Transfer and storage facilities collect small quantities of hazardous waste and store them until it is economical to transfer the wastes to a treatment or disposal site. These facilities have often been associated with small quantity generators. There are two different types of transfer and storage facilities. The first type collects like wastes from many small generators (such as waste oil, solvents, or dry cleaning materials). The wastes are brought to the facility in a facility-owned truck for temporary storage. The commingled wastes are later transferred to another facility for treatment. Operations of this nature are located in San Bernardino County and include Safety Kleen in Highland as well as several waste oil transporters. The second type of transfer and storage facility generally accepts wastes of any type whether solid or liquid, brought in either by the generator (if it is a small quantity) or by a licensed transporter, or by a facility-owned truck. An operation of this type, Disposal Control, is currently located within the City of Upland.

While transfer and storage facilities are usually associated with small quantity generators, they can be used for large generators as well. Such facilities, although considerably larger, use a similar process for handling and storing wastes. Presently, there are no such facilities serving large generators in the County although various waste management firms have discussed developing a major waste transfer facility that would

transport wastes to treatment or disposal facilities outside of San Bernardino County and out of state. Some of these large facilities may propose use of rail for long distance transport.

2. Treatment Facilities

According to a Department of Health Services publication, "Alternative Technology for Recycling and Treatment of Hazardous Waste," treatment facilities generally use one of the following processes:

- A. Destruction or detoxification to transform a hazardous waste into a material safe for disposal;
- B. Concentration or volume reduction to facilitate the safe handling and disposal of hazardous components; and
- C. Immobilization to isolate the hazardous components from the environment.

Treatment facilities alter the chemical form, toxicity, or volume of a waste. Treatment facilities leave a hazardous waste residue which require disposal. These treatment facilities can be developed both on-site or off-site, as follows:

- A. Transportable Treatment Units (TTUs) are temporary, mobile facilities that treat hazardous waste at the site of generation. They are becoming more popular because hazardous waste does not need to be transported long distances and most versions of treatment technologies are being developed as transportable units. In addition, most companies do not generate a sufficient amount of waste to warrant the expense of a permanent on-site facility and thus companies are beginning to recognize the advantage of TTU's. Although TTU's offer an alternative to the development of large treatment facilities, local governments must ensure these facilities are operated in the most environmentally sound manner and that precautions are taken to ensure protection of environmental resources. Therefore, standards for the use, review, and approval of these facilities are necessary.
- B. Incineration is used for some wastes such as organic liquids and solids which cannot be reclaimed economically or are technically difficult to treat. Incinerators destroy the waste, leaving a small hazardous waste residue. They can be developed as on-site or off-site facilities and are often used in hospitals to burn infectious wastes. Like the TTU's, mobile incineration units are being proposed and may be more widely used in the future. Local governments must, however, ensure that facilities are placed in the most environmentally sound locations.

The cement kiln incinerator has received favorable evaluations because hazardous waste can be used as a secondary fuel in the production of cement. Where coal or fuel oil is used as the primary fuel, the use of hazardous waste as a secondary fuel may offer the potential to provide a net beneficial impact to air quality. Kilns have the capacity to destroy large amounts of wastes as well as recover substantial amounts of energy from certain solvents and waste oils. One such incinerator is currently operating in Lebec, California. It uses solvents from the painting, printing, and petrochemical industries as supplemental fuel. There are cement kilns operating in the County of San Bernardino which should be encouraged to use alternative sources of energy, if a beneficial impact to air quality can be demonstrated.

- C. Solidification and stabilization are the two most common methods of immobilization. Solidification/stabilization involves changing a liquid to a solid or altering the characteristics of a solid to immobilize the contaminants. A variety of materials are used including cement, lime, and polymeric materials. This method is used for wastes that cannot be recycled, treated, or destroyed. Often, wastes undergo several treatment methods; solidification or stabilization is usually the final method applied.

3. Recycling Facilities

Recycling involves the reclaiming, use, and reuse of wastes. A waste can be recycled on-site or off-site. For on-site facilities the waste is processed and then used or reused for other purposes. Off-site facilities would involve transporting the waste to a facility for processing and then returning it to the generator or selling it on the open market. Recycling is a preferred waste processing method, because it reduces the amount of hazardous waste, as well as conserving materials.

4. Residuals Repository and Land Disposal Methods

Existing hazardous waste legislation refers to residuals repositories as a disposal method for future management of wastes. AB 2948 (Chapter 1504, Statutes of 1986) has as one of its goal that, "...as an alternative to traditional land disposal methods, residuals repositories be utilized for the byproducts of preferred hazardous waste treatment technologies." A residuals repository is defined in state law (SB 2093, Chapter 1417, Statutes of 1988) as a specified hazardous waste facility which accepts only treated hazardous waste, meets all applicable federal and state regulations, and holds a hazardous waste facility permit. A residuals repository would provide for the disposal of residual material remaining from treatment of hazardous waste. While the definition of a residuals repository specifies that only treated waste would be accepted, certain waste such as contaminated soils may also be disposed of at a

residuals repository. State law requires the State Department of Health Services (DHS) to develop standards for residuals repositories by May 1, 1990. The standards must include the types of wastes acceptable for disposal, the design, and construction of the facility, operation, monitoring, maintenance, closure, and post-closure of residuals repositories, location of the facility, and requirements for record keeping.

Since disposal facilities, other than repositories, may be proposed, these facilities must be included in the discussion of siting specified hazardous waste facilities. Other land disposal facilities include landfills, deep-well injection, and land spreading. To address this group of facilities, the state definition of land disposal method is also used. The California Code of Regulations (CCR), Title 22, defines land disposal method as the disposal, storage, or treatment of hazardous wastes on or into the land, including, but not limited to, landfill, surface impoundment, waste piles, deep-well injection, land spreading, and co-burial with municipal garbage.

The definition of a land disposal method encompasses several different technologies for managing wastes. The term land disposal method is used in this plan along with the residuals repository concept because together they address the different types of land disposal options. When the term land disposal facilities is used, it refers to all land disposal methods and residual repositories collectively.

5. Discussion

The land area requirements for the different specified hazardous waste facilities vary significantly based on the size and type of the proposed facility. For instance, a land disposal facility would require large amounts of land and, thus, would be more appropriate to site in remote or less populated areas. The State DHS has estimated the land area requirements for different facilities. While the actual sizes and necessary land areas vary significantly, the estimates provide a good basis for comparing different facilities. The physical characteristics of the facilities are presented in Table 8-1.

Whereas a land disposal facility (using estimates for the residuals repository) may require anywhere from 50 to 300 acres of land, a treatment facility could require anywhere from 3 to 30 acres of land. It is evident from these estimates that a land disposal facility would generally be sited in rural or desert lands, beyond the boundaries of the City of Upland, because of the need for larger land areas. Siting of any specified hazardous waste facilities must also include consideration of environmental impacts, buffer zones, truck traffic, aesthetic issues (visual impacts) and air quality concerns.

HAZARDOUS WASTE FACILITIES

Facility Category	Amount Annually (in Thousands of Tons)	Amount Weekly (in Thousands of Gallons)	Minimum Number of Incoming Vehicles Per Week		Land Area (in Acres)	Number of Employees	Appearance From Outside Facility
			Trucks (4,000 Gallons Each)	Trailers (8,000 Gallons Each)			
			1	2			
Transfer Station							
Small	10-15	20-110	6-20	3-14	1-3	2-5	Warehouse-style building with trucks entering to transfer material
							and
Large	30-40	70-300	10-75	9-38	5-10	5-10	Storage tanks near building surrounded by dikes.
	(e.g., of ste)						
	10-12	46-65	12-14	6-7	3-5	15-20	Raised pools or holding basins with storage tanks near a few buildings and
	100-200	460-920	120-230	60-120	10-30	35-40	Surface aerators operating in open tanks and basins and Warehouse-style building with trucks entering to transfer material.
Recycling (e.g., recovery of liquid organics)							
Small	10-15	20-110	6-20	3-14	1-3	15-20	Appearance of small refinery, towers, pipeline and many storage tanks and
Large	30-40	70-300	10-75	9-38	5-10	45-60	Industrial buildings and Occasional visible venting of steam from distillation equipment and Warehouse-style building with trucks entering to transfer material.
1	Assuming that all wastes are transported by trucks.						
2	Assuming that all wastes are transported by train.						

1 Assuming that all wastes are transported by trucks.
 2 Assuming that all wastes are transported by train.

TABLE 8-1

HAZARDOUS WASTE FACILITIES
(Continued)

Facility Category	Amount Annually (in Thousands of Tons)	Amount Weekly (in Thousands of Gallons)	Minimum Number of Incoming Vehicles Per Week		Land Area (in Acres)	Number of Employees	Appearance from Outside Facility
			Trucks (4,000 Gallons ¹ Each)	Trailers (8,000 Gallons ² Each)			
Solidification or Stabilization							
Small	5-15	16-47	4-12	2-6	1-2	5-10	Industrial building with silos nearby for storage of dry chemicals
Large	50-100	160-310	40-70	20-39	5-10	26-30	and Warehouse-style building with trucks entering to transfer material.
Incineration							
Small	5-10	12-76	3-19	2-10	4-6	2-3	Tall smokestack which emits steam
Large	60-70	140-530	35-120	13-65	8-10	2-12	and Visible storage tanks for waste
and Warehouse-style building with trucks entering to transfer material.							
Repository for Treated Residues							
Small (25- to 50-year life span)	10-20	No liquids	9-18	5-8	50-100	15-20	Area surrounded by five foot-high landscaped berm partially covered.
Large (50- to 60-year span)	40-60	No liquids	36-54	18-27	200-300	20-25	

1 Assuming that all wastes are transported by trucks.

2 Assuming that all wastes are transported by train.

SOURCE: Department of Health Services, Guidelines for the Preparation of Hazardous Waste Management Plans, June 1987.

III. THE CITY'S SITING PROCESS IN RELATION TO THE TANNER ACT (AB 2948) AND OTHER REGULATIONS

Development of specified hazardous waste facilities requires approval of permits by state and local agencies. The State Department of Health Services is responsible for issuing hazardous waste facility permits and for ensuring that operating conditions imposed on the approval of a facility are met. It is the responsibility of local governments, however, to see that a facility is sited in areas with compatible land uses, to ensure that conditions of approval on discretionary land use permits are implemented and carried out for the duration of the project and to respond to hazardous material/waste emergencies. At the local level, both discretionary and ministerial land use permits would be required.

The City's review procedures for a Specified Hazardous Waste facility would be similar to the consideration given other industrial facilities, with the addition of the requirements identified in the Tanner act, AB 2948 (Chapter 1504, Statutes of 1986), et al.

The Tanner act identifies a formal administrative process for the local review of facility applications. The process provides for notification regarding a pending application, procedures for initial review, participation by the interested public, and a procedure for State review of the local decision-making process, if the resulting decision is appealed. Table 8-2 outlines the procedures added to the local application review process by the Tanner Act.

The procedures established in state law provide for a significant amount of public participation throughout the local application review process. Prior to adoption of these procedures, there were two formal avenues for comment on a local land use application: (1) Environmental Review process under CEQA; and (2) Project review and consideration. State law has added several other avenues for public participation through the establishment of a Local Assessment Committee. The Committee works with the applicant and government agencies in evaluating the proposed project. All meetings of the Committee are public, therefore the public may provide input throughout the application review process. The requirements include a meeting prior to submittal of a formal application and again after the application is submitted to discuss public concerns regarding the project.

Outline of the Local Application Review Process

The following information outlines the local application review process for evaluating a specified hazardous waste facility proposal. The requirements added by state law are included in

TABLE 8-2

SUMMARY OF
PERMIT PROCEDURES ADDED BY THE TANNER ACT, AB 2948

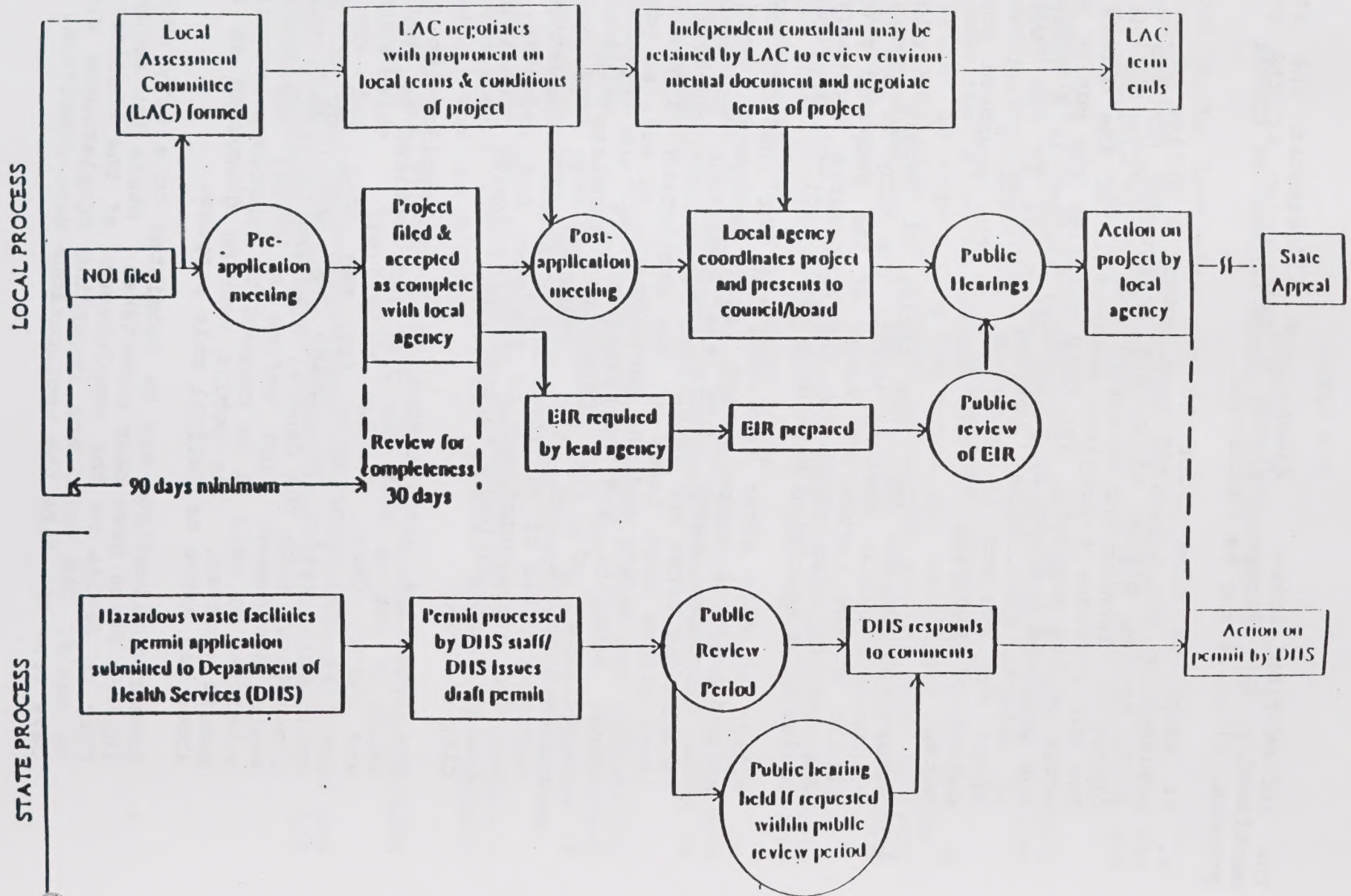
- * Delegates specific duties and responsibilities to the Office of Permit Assistance (OPA), local jurisdictions, and permitting agencies.
- * Requires the project applicant to file a Notice of Intent with OPA and the local land use jurisdiction before filing for a land use permit.
- * Requires a seven member Local Assessment Committee to assist in negotiating the terms and conditions of project approval with the project applicant and to make advisory recommendations to the Planning Commission and City Council.
- * Requires the OPA to convene a meeting to inform the public on the proposed project and the application review procedures that will be followed.
- * Authorizes an applicant paid fee for hiring an independent consultant to the Local Assessment Committee for review of the project.
- * Requires a meeting up front among lead and responsible agencies, project applicant, the Local Assessment Committee, and the interested public to discuss issues of public concern and explain the application review process.
- * Provides for a written determination of a project's consistency with applicable general plans, development codes, and the CHWMP.
- * Sets time frames for review and action by permitting agencies.
- * Authorizes the establishment of a State Appeal Board and specifies the Board's composition, responsibilities, and appeal procedures.

the information below. Figure 8-A illustrates the items mentioned. The Figure includes a description of the state process, since it may be concurrent.

- a. At least 90 days prior to the submittal of a formal application the applicant must submit a Notice of Intent (NOI) to the Office of Permit Assistance (in the State Office of Planning and Research) and to the City of Upland. The NOI provides a complete description of the nature and scope of the project. The City notifies the public about the proposed project by publishing notices in a newspaper of general circulation, posting notices in the location where the project is proposed, and mailing notices to owners of property contiguous with the proposed project site.
- b. Subsequent to the NOI, the Office of Permit Assistance convenes a public meeting within the City to inform the public on the nature and scope of the proposed project. The meeting also considers the procedures necessary for review of a specified hazardous waste facility application.
- c. Within 90 days after receiving the NOI the City Council will appoint a seven member Local Assessment Committee. The Committee meets with the applicant to determine recommended terms and conditions for project approval. The negotiations must focus on the protection of the public health and safety and the environment, as well as possible fiscal benefits and compensation for the City. The composition of the Committee consists of three representatives of the community at large, two representatives of environmental or public interest groups, and two representatives of business and industry. The Committee is advisory to both the Planning Commission and City Council.
- d. The applicant participates in a pre-application meeting which is set up with the City (as required by the Health and Safety Code, Section 25199.7(e)). This conference provides an opportunity for the City and any other applicable agency to advise the applicant on project consistency with the General Plan and California Hazardous Waste Management Plan before a formal application is submitted as well as to respond to questions regarding the permit process. The public meeting discussed as item b. above may serve to fulfill this purpose.
- e. Formal applications may be submitted to a City once these initial steps have been undertaken. State law requires the City to decide on the completeness of the application and to notify the applicant regarding completeness within 30 days from the date the applications were submitted.

FIGURE 8-A

SPECIFIED HAZARDOUS WASTE FACILITIES DECISION FLOW CHART



Note: Local and State processes may run concurrently or consecutively. However, no action made by State until local process is complete.

- f. Within 10 days from the date the application was deemed complete, and within 60 days from the notice of application completeness, the Office of Permit Assistance holds a post-application meeting among the lead and responsible agencies, the applicant, the Local Assessment Committee, and the public. The purpose of the meeting is to determine the issues of concern to the public and the permitting agencies. Once these issues have been heard, the applicant and the Local Assessment Committee meet regarding the terms and conditions acceptable to the community. The Act includes a provision for the Local Assessment Committee (LAC) to hire a consultant to review the project. The applicant would pay a fee established by the local agency. In addition, if differences between the LAC and the applicant cannot be resolved, the OPA may recommend the use of a mediator. The applicant would pay half the cost for mediation.
- g. When the application has been found complete by the permitting agency, an initial study of the project will be made to identify the significant impacts on the environment. If one or more significant impacts are identified then an Environmental Impact Report (EIR) is prepared. If no significant impacts are found or if the significant impacts can be mitigated, a Negative Declaration will be prepared. When preparing an EIR the lead agency is required to send out a notice to all applicable agencies regarding the preparation of the EIR. A scoping hearing can be performed by the lead agency to obtain public input. After a Draft EIR has been released the public and responsible agencies have 45 days in which to comment on the adequacy of the Draft. The Draft is considered by the Planning Commission in a public meeting. The environmental document is certified by the City Council when a decision is made on a project.
- h. A noticed public hearing is then scheduled before the Planning Commission for consideration of the discretionary permit applications. A staff report is prepared by the lead agency which describes the project, any issues of concern, and a recommendation for approval or denial of the land use applications. The Local Assessment Committee also prepares a report that is submitted to both the Planning Commission and the City Council. It includes the Committee's recommendations for approval or denial of the project and any terms and conditions which have been negotiated. The Planning Commission forwards its recommendations to the City Council. A decision on the application is made by the City Council, at a noticed public hearing. Any interested person or the applicant may file an appeal on the approval of the project or the conditions of approval with the State Appeal Board, within

30 days of that decision. A decision on the appeal will be based on consistency with an adopted, approved CHWMP and the Upland General Plan.

- i. If no appeals are filed on the land use applications, ministerial permits may be issued. These permits may include permits from building and safety, grading, environmental health, flood control, etc., as required by the various City departments and any other applicable agencies.

Appeal Procedures

The act also authorizes the establishment of a State Appeal Board and establishes appeal procedures. The most significant aspect of the responsibilities of the State Appeal Board is the requirement that decisions must be based on consistency with the City of Upland General Plan and the County Hazardous Waste Management Plan. The Governor or designee may establish the State Appeal Board within 30 days from the date the appeal is received. The Act states that the Board must not reverse the decision of the local agency unless it can make the following findings:

- Significant environmental impacts will be adequately mitigated;
- The project was consistent with the General Plan when the City accepted the application as complete;
- The project is consistent with the CHWMP;
- Alternatives for the project (identified in the EIR) have been appropriately considered by the State Appeal Board; and
- Reversing the decision is consistent with state-wide, regional, and county hazardous waste management goals, policies, and objectives.

A project applicant or any interested person can file an appeal of a local decision or on any condition(s) of approval to the Governor or designee. The appeal must be filed within 30 days of the local decision. A project applicant may file an appeal on the approval of a permit, but must specify the conditions in dispute and must prove that the land use decision was so restrictive that the approval was equivalent to a disapproval of the permit. Any interested person may file an appeal on the approval of a permit. Such an appeal must demonstrate that the project does not adequately protect the public health, safety, or welfare. State law requires the State Appeal Board to conduct meetings in the affected jurisdiction to solicit public input.

The role of the Office of Permit Assistance (OPA) and other State agencies.

The Office of Permit Assistance (OPA) acts as an information resource on the application review process as well as a mediator to expedite the process and ensure that it runs smoothly. OPA has the following responsibilities:

- Assist in identifying state and local permits;
- Convene meetings concerning permit review;
- Assist state and local agencies in consolidating public meetings;
- Encourage the joint review and processing of applications;
- Work with applicants and public agencies to ensure decision-making deadlines are met; and
- Call meetings or conferences to resolve questions or disputes.

In addition to local permits, permits will also be required from the State Department of Health Services, the Air Quality Control Agencies, and the Regional Water Quality Control Board. In order to expedite the review process, a coordinated approach to the evaluation of applications is necessary. Three specific issues are identified in state law to assist in expediting the application review process. They are listed below:

1. The applicant may submit two or more permit applications to public agencies for simultaneous review and processing;
2. Any public agency may request another public agency to jointly review applications; and
3. The Department of Health Services or any other state agency will provide technical assistance to a local agency when reviewing an application for a specified hazardous waste facility.

IV. GOALS, POLICIES AND ACTIONS

1. Goals:

The City of Upland seeks to provide a safe and healthful environment for all members of the community. The following goals seek to provide guidance and direction for the implementation of policies and actions related to the management of hazardous waste facilities in the City:

1. To protect the health, safety and property of citizens and businesses within Upland and neighboring communities.

2. To place public participation as a top priority throughout the process for the siting of any hazardous waste facility which may be proposed or expanded within the City.
3. To cooperate fully with other local, state and federal agencies to efficiently regulate the management of hazardous materials and hazardous waste and ensure compliance with all legal requirements.
4. To address the City of Upland requirements for specified off-site hazardous waste facilities, as defined by the Health and Safety Code, including storage, transfer, treatment and waste reduction facilities.
5. To minimize the transportation of hazardous waste and materials within City boundaries, and, where such transportation is necessary, to regulate it in such a manner as to avoid populated areas, environmentally sensitive sites, and congested or otherwise dangerous routes as much as possible.
6. To join with the County in endorsing source reduction as the highest priority for waste minimization strategy and support the County's program for overall waste minimization, as set forth in Chapter 4 of the County Hazardous Waste Management Plan.
7. To recognize that household hazardous wastes are a matter of local concern and to work with the County of San Bernardino to properly manage household hazardous wastes.
8. To maintain City authority over land use decisions within the boundaries of Upland.
9. To provide for an integrated Hazardous Materials and Waste Management strategy as a portion of the City General Plan. This appendix serves as a first step towards such a strategy. Future General Plan Amendments should give consideration to the integration of this appendix with the Seismic Safety/Safety Element (Section 8).
10. To assure that the cost to the City for review and consideration of any hazardous waste facility, including public notification costs, is borne by the applicant for the facility.
11. To protect vital groundwater resources for present and future beneficial uses.

12. To consider all reasonable revenue sources to the City, including those which may be available through taxation of any facility locating within the City of Upland (pursuant to Health and Safety Code section 25173.5).
13. To determine the status of all existing specified hazardous waste facilities within the City of Upland, for the purpose of determining the present and future applicability of these regulations and any other governmental requirements.
14. To endorse and support coordination with San Bernardino County's development of a program utilizing business licensing to identify operations which use and generate hazardous substances. The purpose of such coordination is to assure proper permitting and regulating of such operations.

2. Policies and Actions:

1. Adopt Planning review fees which address the cost of public review and processing of Specified Hazardous Waste Facilities.
2. Adopt an Ordinance requiring that any existing or proposed Specified Hazardous Waste Facilities provide an annual status report documenting the size and scope of their operations. This program should endeavor to integrate and coordinate the City and County review, consistent with Chapter 8 of the County of San Bernardino Hazardous Waste Management Plan.
3. Adopt a Zoning Ordinance Amendment to the Upland Municipal Code addressing the requirements for establishing new or expanding existing specified Hazardous Waste Facilities. The application review process may include Environmental Initial Study, Administrative Committee review, Design/Architectural Review and Conditional Use Permit, as appropriate to the proposed facility. The Zoning Ordinance shall require that the following be included within the Conditional Use Permit review process:
 - A. The siting criteria presented in this chapter. The criteria shall be adopted as development standards that shall be met along with provisions of the Zoning Ordinance before a facility is approved. Compliance with the siting criteria shall be evaluated at the time of permit review.

- B. The application procedures set out in AB 2948 (Chapter 1504, Statutes of 1986) for the review of specified hazardous waste facility applications.
- C. A requirement that all specified hazardous waste facility applications include information about the project proponent's past business practices with a copy of the disclosure statement required by Health and Safety Code Section 25200.4.
- D. A needs assessment which evaluates the current and projected market demand for the proposed facility shall be required.
- E. A discretionary application review process to advise prospective developers of the various studies that will be required in the environmental analysis of facility applications. The potential issues to be considered for study consist of, but are not limited to, the following:
 - 1. An analysis of the project's potential impact to surface and groundwater resources as well as public water supplies. The study shall identify monitoring and mitigation measures that ensure protection of vital surface and groundwater resources for the duration of the project.
 - 2. An evaluation of the project's impact to air quality and the consistency of the project with air quality regulations and the local air quality plans. The evaluation must consider toxic air contaminants, wind patterns, and an assessment of the project's impact to Prevention of Significant Deterioration (PSD) and non-attainment areas.
 - 3. An analysis of potential mineral deposits, and their commercial valuation, through a site characterization study, conducted by a qualified geologist or other expert.

4. A review of the adequacy and capacity of the proposed transportation routes including an identification of highway accident rates and peak traffic periods. (Additional transportation considerations are set forth in Chapter 10 of the County Hazardous Waste Management Plan and in the Siting Criteria of this section).
5. An assessment of risk on the population that evaluates the physical and chemical characteristics of the specific types of wastes which will be handled, the design features of the facility, an evaluation of potential air emissions from the proposed facility, and the need for buffers from residences, immobile populations, environmentally sensitive resources and transportation safety.
6. If a facility proposes to handle acutely hazardous waste, an analysis of the maximum credible accident may be necessary pursuant to AB 3777 (Chapter 1260, Statutes of 1986). The study shall take into consideration the quantity and types of wastes that could be received at the facility, the design features, and the planned operational practices at the facility. Based on the above items, the study shall provide an estimate of the distance over which any effects would carry, options for reducing the risk, and procedures for dealing with the effects, including recommendations for an appropriate buffer distance.
7. An evaluation of cultural, archaeological, and paleontological resources on the project site and surrounding buffer area.
8. A reporting and monitoring program shall be adopted to mitigate or avoid significant environmental impacts as required by AB 3180 (Chapter 1232, Statutes of 1988).

F. Because several agencies (i.e., Air Quality agencies, Regional Water Quality Control Board, Department of Health Services) and local governments (County, cities and Special Districts) will be involved in the permitting of specified hazardous waste facilities, this jurisdiction shall request all applicable

agencies and local government departments to participate in a meeting of a specified hazardous waste facility application at the pre-application stage (as required by Health and Safety Code, Section 25199.7 (e)). The purpose of the meeting is to discuss and document issues of concern to all appropriate agencies as well as application review requirements and time frames.

- G. Because state law authorizes a tax (not exceeding 10% of gross receipts) on an approved specified hazardous waste facility, and these facilities have a potential to impact the environment, public health, and public services, the City of Upland shall consider the appropriateness of such a tax as it relates to any proposed facility.
- H. Because specified hazardous waste facility proposals could impact proposed City or County redevelopment projects, this jurisdiction shall inform the applicable redevelopment agency(s) of all specified hazardous waste facility applications.
- I. Because Section 65300 of the California Government Code places a dual mandate on how cities and counties must consider development within a sphere of influence, the City shall review and actively participate in commenting on all applications for specified hazardous waste facilities proposed within the City's designated sphere of influence.
- J. Because San Bernardino County obtains about 85% of its drinking water from groundwater and a significant percentage of the population of Southern California also depends on San Bernardino County groundwater for its beneficial uses, and because inappropriately sited development (including specified hazardous waste facilities) have the potential to adversely impact groundwater, the City shall seek to cooperate with the County in the development of a County-wide groundwater protection strategy. The strategy should consider specific policies and programs for regulation of potential sources of pollution as well as identify mechanisms to detect and correct possible impacts to the groundwater.
- K. Because the evaluation of a project application is a costly and time consuming effort and the public involvement demands a large expense:

- A. The applicant shall fund the public notification efforts including public hearing notices to residents and property owners within 1,000 feet of the proposed project boundary, legal and display advertisements in local newspapers and a paper of general circulation, and a sign (24 sq. ft.) to be displayed on or near the project site (pursuant to the Government Code, Section 65090).
- B. The applicant shall be required to fund permit review activities pursuant to Government Code Section 65941.5 and the Health and Safety Code Section 25199.7 and consistent with the adopted fee requirements of the City of Upland.

V. SITING CRITERIA FOR SPECIFIED HAZARDOUS WASTE FACILITIES

Specified hazardous Waste Facilities, including land disposal facilities, may only be sited within industrially designated land use districts, subject to all the requirements of the Zoning Ordinance, the Upland Municipal Code and the City of Upland General Plan, including the following siting criteria.

Siting criteria set forth a structure for evaluating proposals for specified hazardous waste facilities and serve to focus the evaluation of facility proposals on critical issues. Siting criteria represent a uniform set of standards applied to all applications, yet they are designed with some flexibility depending on the type of facility and the proposed site location. Siting criteria are used for evaluating a project at a particular site. The use of the siting criteria and General Plan policies are part of the full application review and environmental analysis used to determine the suitability of a site for a proposed Specified Hazardous Waste Facility.

An applicant for a specified hazardous waste facility must demonstrate consistency with the following siting criteria and the policies of this plan in order to receive approval of a specified hazardous waste facility application:

1. PROXIMITY TO POPULATIONS

For a residual repository or other land disposal facility, a minimum of two thousand (2,000) foot buffer shall be required between any portion of the facility in which hazardous waste will be stored, handled, transported or otherwise located and any residential properties or other sensitive sites, such as hospitals, schools or places of public assembly.

Treatment, recycling, storage, and transfer facilities, as those terms are defined in the Health & Safety Code, shall comply with zoning setback requirements for industrial facilities, unless a greater distance is justified pursuant to a risk assessment.

The risk assessment for each specified hazardous waste facility shall consider the physical and chemical characteristics of the specific type of wastes that will be handled, the design of the facility, and any need for buffering residential areas or other sensitive sites (such as hospitals, schools or places of public assembly) from potential accidents or adverse emissions from a proposed facility. The study shall also provide an estimate of the distance over which the affects of a spill or emergency situation would carry, a variety of options for reducing the risks, and procedures for dealing with such spills or emergency situations, including incidents involving transportation of hazardous materials and/or waste to and from the facility.

2. PROXIMITY TO IMMOBILE POPULATIONS

For all types of facilities, a risk assessment must be performed which details the maximum credible accident from the facility operations and its impact on all immobile populations in the City of Upland. An adequate buffer between the hazardous waste facility and immobile populations shall be established by a risk assessment at the time of permit review. The risk assessment shall consider the physical and chemical characteristics of the specific types of wastes which will be handled, the design features of the facility, the transportation routes which will potentially serve the facility, and the proximity of both the facility and the transport of hazardous waste and materials to immobile populations. Immobile populations include schools, hospitals, convalescent homes, prison facilities, facilities for the mentally ill, etc.

3. PROXIMITY TO PUBLIC FACILITIES

Specified hazardous waste facilities should be sited in such a manner as they do not adversely impact the public health and safety of large numbers of people in public areas or public facilities. An adequate buffer shall be determined by a risk assessment at the time of permit review.

All facilities shall locate in areas where fire departments are able to immediately respond to hazardous materials accidents and where demonstrated emergency response times are the same or better than those recommended by the National Fire Prevention Association. In addition, hazardous materials accident response services at the facility may be required based on the type of wastes handled or the location of the facility.

Specified hazardous waste facilities shall be located in areas where emergency response capabilities and public water and sewer services are available.

4. FLOOD HAZARD AREAS

Residual repositories and other land disposal facilities are prohibited in areas subject to inundation by floods with a one hundred (100) year return frequency, and shall not be located in areas subject to flash floods and debris flows.

All other facilities shall avoid locating in flood plains or areas subject to flash floods and debris flows unless they are designed, constructed, operated, and maintained to prevent migration of hazardous wastes in the event of inundation.

5. PROXIMITY TO ACTIVE OR POTENTIALLY ACTIVE FAULTS

All facilities are required to have a two hundred (200) foot setback from a known active or potentially active earthquake fault.

6. SLOPE STABILITY/SUBSIDENCE/LIQUEFACTION

Residuals repositories and other land disposal facilities are prohibited from locating in areas of potential rapid geologic change, subsidence, or potential liquefaction.

All other facilities shall avoid locating in areas of potential rapid geologic subsidence or liquefaction change unless containment structures are designed, constructed, and maintained to preclude failure as a result of such changes, subject to the determination of the City Engineer.

17. AIR EMISSIONS: PREVENTION OF SIGNIFICANT DETERIORATION (PSD) AREAS

All facilities with air emissions locating in the region which are classified under the PSD regulations are required to meet the plans and regulations of the air quality agency of each district. These facilities, however, may not be located near or within national parks, wilderness and memorial areas, and other similarly dedicated areas, as specified in the Clean Air Act.

18. RECREATION, CULTURAL, OR AESTHETIC RESOURCE AREAS

All facilities shall be prohibited in close proximity to or within areas of recreation, cultural, or aesthetic value as determined by the Planning Director, City Engineer, Planning Commission, and/or City Council.

Recreational, cultural, and aesthetic resource areas include public and/or private lands having local, regional, state, or national significance, value or importance such as: national, state, regional county and local parks and recreation areas; historic resources; scenic highways; ecological preserves; public and private preservation areas; and other lands of local, regional, state, or national significance.

19. AREAS OF POTENTIAL MINERAL DEPOSITS

Residual repositories and other land disposal facilities shall not be located on or near lands classified as containing mineral deposits of significance by California's Mineral Land Class Maps and Reports, and those mineral resources indicated in the Conservation Element of the City of Upland General Plan.

All other facilities shall avoid locating on or near lands classified as containing mineral deposits of significance if the use or preservation of the mineral deposit would be restricted or prevented.

20. PROXIMITY TO AREAS OF WASTE GENERATION

Subject to other standards and criteria described herein, all facilities shall be located in areas best suited for providing services to the hazardous waste generators. Facilities which will primarily serve generators from outside the City must demonstrate why the facility cannot be located closer to the points of hazardous waste generation to be serviced.

21. TRANSPORTATION SAFETY

Transportation serving a specified hazardous waste facility shall be confined to designated truck routes, as shown on the City of Upland standard drawing CU-A-10. Distance traveled on minor roads shall be minimal. The City may require the facility proponents to pay user fees to ensure proper road construction and maintenance necessary to accommodate the anticipated increase in traffic due to the facility and the safe transportation of hazardous waste.

Facilities shall be located such that any minor routes to and from state or interstate divided highways to or from the facility are used primarily by trucks, and the number of nonindustrial structures (homes, hospitals, schools, etc.) along such routes is minimal.

The proposed routes should be demonstrated to be safe with regard to road design and construction, accident rates, excessive traffic, etc., and have good access to and from major transportation routes. The transportation of hazardous waste and materials shall be limited to non-peak traffic hours only.

The facility proponent shall evaluate the "population at risk" based on the Federal Highway Administration's Guidelines for applying criteria to designate routes for transporting hazardous materials. The population at risk factor shall not exceed that for similar existing facilities and sites with lower factors.

22. IMPACT ON LEVEL OF SERVICE

Any impact on the traffic level-of-service (L.O.S.) on the routes serving the facility shall be mitigated, pursuant to the findings of a traffic impact study. The changes in the ratio of route capacity to average annual daily traffic shall be negligible after calculating the number of trucks on the major and minor routes expected to service the facility.

23. PROTECT ENVIRONMENTALLY SENSITIVE AREAS

Specified hazardous waste facilities shall be prohibited from impairing the viability of critical habitats of threatened, rare or endangered species, wetlands or prime agricultural lands as defined in general, regional, state, and federal plans. A protective buffer zone shall be established based on an environmental impact study and risk assessment conducted at the time of permit review. When siting hazardous waste management facilities is proposed in or near such areas, overriding public services needs must be demonstrated.

GENERAL CONDITIONS

- A. The City may impose, as necessary, conditions and standards other than those presented here, in order to achieve the purposes of this ordinance and to protect the health, safety and general welfare of the community.
- B. Any modifications of the types and quantities of hazardous waste to be managed at the facility which were not included in the approved application for land use are subject to review and approval by the City before such modifications occur at the facility.
- C. The owner or operator of a hazardous waste facility project shall, prior to the local land use decision, submit to the Planning Department a written closure plan approved by the Department of Health Services. All revisions to such closure plans shall also be submitted to the Planning Department.
- D. Prior to issuance of an "Occupancy Permit" to begin the use identified in the land use decision, the applicant shall show proof that it has met all of the financial responsibility requirements imposed by the Department of Health services and any other Federal, State, or Local Agency.
- E. No hazardous waste facility project will be approved if it significantly undercuts incentives for waste immunization by hazardous waste generators.

9
OPEN SPACE/
CONSERVATION ELEMENT

INTRODUCTION AND BACKGROUND

Planning requirements for an Open Space Element and a Conservation Element were added to the General Plan statutes in 1970. The general plan requirements for an Open Space Element are found in Government Code Section 65302(e) and 65560 et. seq. According to these requirements, the Open Space Element is to designate, as appropriate, open space land for the following:

- Open space for the preservation of natural resources [e.g., plant and animal life, ecological areas, etc.]
- Open space for the managed production of resources [e.g., forests, agricultural lands, mineral deposits, etc.]
- Open space for outdoor recreation [i.e., scenic, historic, cultural areas, park and recreation areas, etc.]
- Open space for public health and safety [e.g., earthquake fault zones, flood plains, etc.]

Government Code Section 65302(d) spells out the mandatory considerations of the Conservation Element which include the conservation, development and utilization of economically productive natural resources such as water, timber, agricultural land, minerals, fish, wildlife, and rare or endangered species. The Conservation Element may also consider other related topical issues such as flood control and rock, sand and gravel resources. The Conservation Element is defined in the following terms:

A conservation element for the conservation, development, and utilization of natural resources, including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals and other natural resources.

State statutes define fairly clearly the intent of the Open Space Element. According to Government Code Section 65562, the intent of the Legislature is:

To assure that cities and counties recognize that open-space land is a limited and valuable resource which must be conserved wherever possible.

outdoor recreation and to the conservation of natural resources. Outdoor recreation pertains primarily to the demand and supply of parks for recreational purposes and the trail systems. The other issue relates to the wise and productive use of the community's natural resources.

INVENTORY OF OUTDOOR RECREATION AND NATURAL RESOURCES

Included in this section is an inventory of Upland's outdoor recreation and natural resources. The material described in this section is briefly summarized below:

- Outdoor recreation including local parks and trail facilities.
- Natural resources including water, forests, soils, agricultural land, minerals, fish and wildlife and rare/endangered species.

OUTDOOR RECREATION

This category includes parks and riding/hiking trails. Needs for neighborhood parks and community parks are within the scope of this combined element. The City also has designated one regional park location. Also, because of the trend to "identify" with nature there is a greater interest in hiking and equestrian use of the community's physical resources.

Parks

Standards for estimating park acreage needs have been developed by the National Recreation and Parks Association (N.R.P.A.). The N.R.P.A. recommends 10 acres of local parks per 1 000 population. Application of this standard to Upland's population in 1982 (50,000) yields a current need for 500 park acres. Projections for the City reveal a population by 1995 of 64,000 to 67,000, implying a future need for a total of 640 to 670 acres of park-recreation land.

Water is purchased for the City of Upland from the San Antonio Water Company. Approximately 50 wells owned by the San Antonio Water Company are located throughout the City. Water is pumped from three different water basins: the Chino Basin, the Claremont Basin, and the Cucamonga Basin. The City also has tie-ins with the Metropolitan Water District that would allow water to be obtained from this source, if necessary.

Forest Resources

No significant forest resources exist within the City of Upland.

Soil Resources

The U.S. Department of Agriculture Soil Conservation Service uses a capability classification system to group various soils according to their suitability for agriculture. The capability classes range from I through VIII. Classes I through IV will support agriculture while Classes V through VIII are unsuitable for farming; the higher the class the more severe the limitations. Classes I and II are considered prime soils.

Two soil classifications have been designated for the City of Upland. The majority of the City's acreage is composed of Class VI soils. These are soils with no agricultural potential. Less than one-third of the area in the City is classified as Class II soils. These soils are considered prime soils for the cultivation of citrus crops.

Agricultural Resources

Citrus production was formerly important to Upland's total economy. Several factors have contributed to the decline of the citrus industry during the past decade. Higher taxes, increased farming costs, and adverse effects of urbanization have combined to render citrus production not economically viable. Most of the land zoned for agricultural use in the City is developed accordingly, as shown by Exhibit 9-1. The Land Use Element does not designate land for continued agricultural production.

Mineral Resources

The most productive natural resources in Upland consist of high quality rock, sand, and gravel deposits. Several operators currently mine these raw materials which are used primarily in the making of concrete, blacktop, and roadbase. Locations of existing mining operations and potential future sites are shown on Exhibits 9-2 and 9-3. These areas are designated on the Land Use Element as open space areas for flood control. The San Bernardino County Flood Control District has flood control easements over all mining operations.

Fish and Wildlife

As the San Antonio Channel and Cucamonga Channel are dry most of the year, there is no habitat for fish or riparian wildlife. Native vegetation and wildlife within the City of Upland has been disrupted by grazing, citrus cultivation, and urbanization.

Typical species of grassland vegetation that can be found in open fields and along roadsides include ripgut brome, wild oats, wild mustard, foxtail grass, storkbill, fescue, and milk thistle. On the sand and cobble fans at the base of the San Gabriel Mountains, native species such as chamise, California buckwheat, beavertail cactus, yucca, jimson weed, sunflowers, horehound, poison oak, phacelia, scrub oak, and western chokeberry can be found.

Due to the high degree of urbanization in the area, only urban adaptable animal species remain. These include rabbits, ground squirrels, mice, skunks, coyotes, and feral cats. The most commonly observed birds in urban areas are crows, starlings, house finches, house sparrows, spotted doves, and Brewer's blackbirds. Hawks, owls, ring-necked pheasants, mourning doves, and meadowlarks can be seen in agricultural areas.

Rare and Endangered Plants

The California Department of Fish and Game indicates that there are no resident species of rare or endangered plants or animals known to exist in the City of Upland.

ASSESSMENT OF OUTDOOR RECREATION/NATURAL RESOURCE NEEDS AND OPPORTUNITIES

This section is an assessment of planning needs and opportunities with respect to outdoor recreation, including parks and trails, and the conservation of natural resources. These two considerations are described in the material that follows.

OUTDOOR RECREATION

Parks

Several conclusions are apparent regarding park planning and development in the City of Upland. These may be summarized as follows:

- In terms of the City's current population, current needs are not being met in light of the N.R.P.A. standards. Existing and planned park acreage fall short of total needs. If only developed park acreage is counted, the deficiency amounts to 334.7 acres. Only 8% of the City's needs are currently being met by developed parks.
- Analysis of park development by quadrant indicates that the northwest quadrant is closest to meeting its current park needs of 80 acres in terms of existing and planned facilities (74.6 acres). In terms of developed acreage (34.4 acres), however, facilities are inadequate, meeting only 43% of needs.
- The City has long been aware of the projected deficiency of parklands in the northwest quadrant and, in anticipation of continuing inflationary trends perceived to inhibit major expenditures for the purchase, development and maintenance of parklands, have attempted to minimize the extent of the perceived deficiency by:
 - limiting the density of "conventional" residential subdivisions to a maximum of three (3) dwellings/net residential acre (thereby providing for large-lots yielding adequate individual and private open space areas for recreational purposes, as a means intended to offset future deficiencies in public open space),and
 - implementing a "density bonus" program, which allows for an increase of up to 25% in net residential density for "Planned Residential Developments" (PRDs) which include their own private "mini-parks" (privately developed and maintained).

- The northeast quadrant is the furthest from satisfying current needs in park acreage. Of the 53.9 existing and planned acres which meet the needs of only 32% of the quadrant's population, only 16.9 acres are developed. Thus, in terms of developed facilities, only 10 % of needs are being met.
- This perceived deficiency has, however, also been recognized and is mitigated by the planning and development of the area at relatively low density residential levels (0-2 dwellings/net residential acre) on individual lots commonly averaging 20,000 sq. ft. in area, again predicated on the philosophy of minimizing the need for parklands by encouraging the creation of adequate individual and private open space areas.
- The southeast and southwest quadrants are also deficient in park needs with approximately one-half of needs planned for. The discrepancy between needed and developed recreation facilities is greatest in the southwest quadrant which has only 33.9 of a requisite 90 acres currently developed. Much of the perceived future deficiency in park needs in the southwest quadrant is offset by the proximity to Upland Memorial Park -- a community park offering both active and passive amenities.
- Time lag in park acquisition and development in relation to population growth will have a negative effect on the success of meeting future needs.
- Existing and planned parks are primarily passive.
- Neighborhood parks are, for the most part, appropriately located in connection with schools.
- Community parks are situated more peripherally in consideration of the City's sphere of influence.

Trails

Since trail development in the City of Upland is an integral part of a larger regional network, the City should coordinate its activities regarding maintenance and further development of equestrian and hiking trails with other groups and agencies involved at the County level of planning as outlined in the Master Plan.

NATURAL RESOURCES

Conservation of Natural Resources

There is not a sufficient resource base to initiate conservation programs for forest resources, fish, or wildlife. Although the City

GOALS

- *To provide a sufficient range of recreation opportunities to meet the needs of all individuals (all ages), families, and groups who reside in the City of Upland.*
- *To protect and maintain natural resources in the City with emphasis on those scarce resources that require special control and management.*

OBJECTIVES

- *To reduce park deficiencies in terms of acreage and locational requirements.*
- *To program the acquisition and improvement of park sites enough in advance of need to ensure their availability.*
- *To translate recreation needs into space requirements in order to determine optimum standards for park development.*
- *To coordinate the development of parks and recreation with other elements in the community to insure the most logical location and, where possible, combine with other compatible facilities such as schools, flood control, or water conservation areas, etc.*
- *To halt further pollution and depletion of water resources and to provide for an adequate future supply of high quality.*
- *To develop and extract mineral resources with minimum disturbance to the environment and provide for the eventual reclamation of these areas to uses consistent with the open space needs of the population.*
- *To reserve open areas for groundwater recharge.*

DESCRIPTION OF IMPLEMENTATION MEASURES

Implementation measures to attain the goals and policies of the combined Open Space/Conservation Element are described in this section. The implementation measures include policy statements, regulatory tools (land use and zoning) as well as the ongoing practice of park land acquisition and development.

Exhibit 9-4 shows the location, size and type of parks distributed throughout the City of Upland.

Land Use Element -- Open Space for Trails

Hiking trails also are outlined by the Land Use Element. The two trails delineated by the Land Use Element include the Cucamonga Creek Trail and the San Antonio Creek Trail. The location of each trail through Upland is shown in Exhibit 9-4.

Land Use Element -- Open Space for Public Health and Safety and Utilization of Natural Resources

Open land areas for flood control purposes are shown in the Land Use Element of the General Plan. Exhibit 9-5 shows the location of these areas in the Upland community. These same areas are utilized for mineral extraction. They extend from Campus Avenue to the Cucamonga Wash on the east side of the City and from Benson Avenue to the County line on the west side of the City. The various mining pits will become settling basins for groundwater recharge once the minerals have been removed. Existing and future locations of the settling basins are shown on the Land Use Element Map. By utilizing mineral extraction sites for water conservation purposes, the management of one natural resource can aid in the conservation of the City's other most productive natural resource.

Zoning -- Open Space for Public Health and Safety and Utilization of Natural Resources

Open space zoning is applied to those open land areas shown for flood control purposes by the Land Use Element. In addition, the City amended the Zoning Regulations, Article IX of the Municipal Code to add Chapter 9499, entitled "Surface Mining and Reclamation," to implement the Surface Mining and Reclamation Act of 1975. This chapter sets forth the description and purpose, the scope, permit and reclamation plan requirements, review and performance bonding requirements, and procedures for amendments to and variances from reclamation plans.

Finally, Chapter 9481, entitled "OS" (Open Space) Zone, was also amended to provide that all applications for the extraction, removal, processing, or stockpiling of natural resources shall be subject to the issuance of a Conditional Use Permit.

ACQUISITION AND DEVELOPMENT

Altogether the City of Upland has 234.5 acres designated for local parks (excluding the area reserved for the larger-scale 620-acre regional park). These local parks can be classified as follows:

● Developed acreage	134.3 acres
● Acquired acreage	86.2 acres
● To be acquired acreage	<u>13.0 acres</u>
	234.5 acres

Developed acreage is contained in 13 park locations. Acquired, but undeveloped, acreage is found in 10 park locations. Two unnamed parks consisting of 13 acres are yet to be acquired. These park locations are as follows:

- North side of 22nd Street/west of Mountain Avenue .. 5 acres
- South side of Arrow Highway between Mountain Avenue and San Antonio..... 8 acres

Maintenance costs for the 13 developed park locations amount to \$413,800 annually. The development costs for the 86.2 acres of acquired acreage amount to \$6,969,000 or \$86,000 per acre. Maintenance costs for existing developed acreage (\$413,800) and acreage to be developed (\$397,600) amount to \$811,400 per year. The latter category of "acreage to be developed" includes "acquired, but undeveloped" and "to be acquired" acreage. The details on the existing and future inventory of local parks is shown in Table 9-1.

Within the park system of the City, park development is funded from one or two sources:

- Park Acquisition and Development Fund (bedroom tax)
- Grant Programs and Donated Labor and Materials by Various Groups within the Community

Table 9-1
City of Upland: Existing and Local Parks Inventory

Name	Map #	Location	Type	Passive/ Active	Acres	Developed	Acquired	To Be Acquired	Acquisition	De- velop- ment	Maintenance	
											Current	Estimate for Undeveloped Acreage
San Antonio Memorial	1	Mountain & 24	C	A/P	14.4	14.4					\$ 23,037	
Ollivdale (3)	2	11th & Foothill	C(L)	A/P	40.2	32.2	8.0			\$ 300,000	99,422	32,600
Baldy View	3	8th E. of Sultana	N	A/P	6.4	6.4					25,514	
Magnolia	4	11th at Elem. Sch.	N	P	5.0	5.0					23,053	
Citrus (3)	5	15th at Elem. Sch.	N	P	7.0	6.0	1.0			30,000	23,593	5,000
Cabrillo	6	8th at Elem. Sch.	N	A/P	7.0	6.0	1.0			30,000	30,550	5,000
	7	11th between Mt. & Benson	C(L)	A/P	20.5	15.5	5.0			329,000	52,640	25,000
Sierra Vista	8	15th & 2nd	N	A/P	6.0	6.0					25,001	
Fern Reservoir	9	8th between San Ant. & Mt.	N	P	0.9	0.9					5,530	
Greenbelt	10	13th-15th E. of Benson	C(L)	A/P	23.0	5.0	17.0			765,000	22,785	85,000
13th St. Reservoir (2)	11	Campus at 13th 8th St. (2)	N	P	2.1	2.1					11,176	
Reservoir (4)	12	Campus at 8th	N(L)	A	5.0	5.0					19,972	
Refuse Site	13	E. Campus at 14th	C(L)	A/P	32.0		32.0			1,500,000		100,000
Unnamed	14	E. of proposed Elem. Sch. at 22nd	N	P	5.0		5.0			225,000		25,000
Sycamore	15	14th at Elem. Sch.	N	P	5.0		5.0			225,000		25,000
Pioneer	16	10th at Jr. High	N	P	7.0		7.0			270,000		30,000
Unnamed (1)	17	N/S 22nd W. of Mountain	N	P	5.0			5.0	1	225,000		25,000
Unnamed (1)	18	S/S Arrow be- tween Mt. & San Antonio	C	A/P	8.0			8.0	1	370,000		40,000
Euclid Pkwy	19	Median I-10 Fwy. 24th	C	P	29.0	29.0						
Unnamed	20	20th @ San Antonio	N	P	5.2		5.2			234,000		
Totals					234.5	134.3	86.2	13.0		7,203,000	413,019	397,600

(1) These sites are currently on General Plan.

(2) Land leased from Ontario.

(3) These parks are typical neighborhood parks with the exception that they have baseball fields which service a larger area during baseball season.

C = Community

N = Neighborhood

A = Active

P = Passive

(L) = Lighted

(4) Using acreage criteria, this park would be designated neighborhood, but because it contains two baseball fields only, both of which service the entire SE & NE quadrant of the City, it is functionally a community park.

APPENDIX

9-A: CITY OF UPLAND
LOCAL PARKS INVENTORY
AND ASSESSMENT

APPENDIX 9-A: CITY OF UPLAND LOCAL PARKS INVENTORY AND ASSESSMENT

Parks may be classified in a specific hierarchy in terms of size, area served, and factors of location. This hierarchy, which ranges from mini parks to regional parks, must be understood in order to design a park program appropriate to community needs, existing and future, in the City of Upland.

Parks range in size from the Mini Park/Tot Lot of one to two city lots to the Regional Park at a minimum of 200 acres. While the Mini Park functions well in high-density neighborhoods where typical private yards do not exist, its service area is small (600 ft.) and its limited size fosters single-purpose orientation. Many of the functions of this type of park can be met in larger neighborhood level parks.

By comparison, the Regional Park is a large unspoiled preserve removed from the urban area which offers a myriad of opportunities for both passive and active experiences to serve an area of a 40-mile radius and, therefore, must cater to the needs of a broad and diverse population from a variety of localities.

Of greater significance to a particular city -- especially one of low to medium population density pattern, like Upland -- are those parks which, by virtue of size and situation, focus on the needs of identifiable neighborhoods and social communities. These include medium size Neighborhood and Community Parks.

NEIGHBORHOOD PARKS

This park facility is designed to serve generally the same residential area served by an elementary school. It should provide facilities such as play lots for preschool children, play areas for school-age children, paved area for court games, fields for organized sports, family picnic areas, and other special facilities. Some passive areas are also desirable.

per 1,000 population to the 1982 population of 50,000 produces a current needs estimate of 500 park acres. Population projections indicate growth to 64,000-67,000 by 1995, implying a future need for a total of 640 to 670 acres of park-recreation land.

Meeting acreage requirements does not equate meeting population needs. Park type and associated facilities must be suitable for the needs of the residents of its service area. Moreover, geographic distribution must be related appropriately to current and expected population patterns. Thus additional needs are apparent.

- Parks should be sized and spaced in a manner commensurate with existing and projected population distribution patterns and community/neighborhood age structure.
- Neighborhood parks should be developed in association with existing and projected educational facilities.
- Community parks should be situated in areas convenient to various populations from within the City as well as from the City's sphere of influence.

PARK INVENTORY

Park Acreage and Status

At present, the City has either in existence or planned 227.4 acres of local park land (plus a regional park site). In addition, the City leases 7.1 acres in two parks from the City of Ontario for a total of 234.5 park acres. Of the total park acreage, 134.3 acres (57%) are developed; 86.2 acres (37%) remain undeveloped, and 13.0 acres (6%) are earmarked for acquisition.

Park Type and Status

According to size standards and City classifications, there are 13 neighborhood parks. Of these, eight are developed, three are undeveloped, and one is yet to be acquired.

According to size standards and City classifications, there are seven community parks. Of these, four are developed, one is undeveloped, one is to be acquired, and one is the Euclid Parkway.

Table 9-2
City of Upland: Park Location by Quadrant

PARKS IN N.W. QUADRANT								
Status	San Antonio	Magnolia	Greenbelt	Sycamore	Pioneer	22nd W. of Mountain	Euclid Pkwy.	20th & San Antonio
Acres Developed	14.4	6.0	6.0				8.0	
Acres Acquired		1.0	17.0	5.0	7.0			5.2
Acres to be Acquired						5.0		
Total	14.4	7.0	23.0	5.0	7.0	5.0	8.0	5.2

PARKS IN N.E. QUADRANT						
Status	Sierra Vista	13th Street Reservoir	Refuse Site	22nd East of Euclid	Euclid Pkwy.	Total
Acres Developed	6.0	2.1			8.0	16.9
Acres Acquired			32.0	5.0		37.0
Acres to be Acquired						--
Total	6.0	2.1	32.0	5.0	8.0	53.9

PARKS IN S.W. QUADRANT						
Status	Baldy View	Citrus	Cabrillo	Fern Reserv.	Arrow E. of Mountain	Euclid Pkwy.
Acres Developed	5.0	6.0	15.5	0.9		6.5
Acres Acquired		1.0	5.0			
Acres to be Acquired					8.0	
Total	5.0	7.0	20.5	0.9	8.0	6.5

PARKS IN S.E. QUADRANT				
Status	Memorial	Ollivendale	8th Street Reservoir	Euclid Pkwy.
Acres Developed	32.2	6.4	5.0	6.5
Acres Acquired	8.0			
Acres to be Acquired				
Total	40.2	6.4	5.0	6.5

EUCLID AVENUE

FOOTHILL

BOULEVARD

TECHNICAL APPENDIX A

INVENTORY OF HISTORICAL RESOURCES

1. Chaffey Communities Cultural Center
325 West 13th Street

Formerly St. Mark's Episcopal Church. Built in 1911 at the northeast corner of Euclid Avenue and "F" Streets in Upland. Arthur P. Benton, architect, was the designer of a number of Episcopal churches in Southern California. The building was moved to its present site and made into the museum.

2. 18th Street School
245 West 18th Street

Upland's first school was built in 1886 and is the present site of the Pioneer Junior High School at 425 West 28th Street.

3. L. D. Temple Residence
1707 North Euclid Avenue

Mrs. L. D. Temple built this field stone residence. She was very active in the community. Much of her time was spent in raising money for worthwhile projects and she had many silver teas in her home for this purpose. Dr. Mary Craig McClellan owned the house for a number of years. The present owners are Dr. and Mrs. Walt Groeber.

4. Frank W. Van Natta Residence
1561 North Euclid Avenue

This residence was built in 1906. Mr. Van Natta was a citrus grower. The house is presently owned by Mr. and Mrs. John R. Shannon and they are restoring the house.

5. C. E. Harwood Residence
1509 North Euclid Avenue

This residence was built in 1890. Mr. Harwood was the first president of the Upland Lemon Growers Association which was started in 1893. He served as president for 40 years. Mr. Harwood was known as the "Grand old Man of Upland" and lived to be 102 years old. The present owners are Mr. and Mrs. McGilney.

6. W. C. Scheu Residence
1894 North Euclid Avenue

Mr. Scheu developed an orchard heater (smudge pot). The factory at Stowell Street and Second Avenue is operated by Scheu grandsons. The present owners are Dr. and Mrs. L. D. Spencer.

13. San Antonio Hospital
792 West Arrow Highway

The old San Antonio Hospital, the Community's only hospital from 1907-1924, was built at 792 West 10th Street (street name later changed to Arrow Highway). Field stone columns, French doors on both exterior and interior, fifty wooden balconies and three gabled roofs are aspects of the two story structure. After 1924 when the new hospital was built, the building was used as a resort. In 1935 it became part of Beulan College which later became Upland College. The college has closed and the building is now owned by Astara. It is now on the National Register of Historical Places.

14. El Camino Real Marker
(The Royal Highway)
Euclid Avenue and Arrow Highway Parkway

On the northside of Arrow Highway in the parkway this marker was placed to designate one of the important routes. The mission bell was used to mark the El Camino Real and the first one was placed in the Plaza in Los Angeles in July, 1906. The Los Angeles County Supervisors initiated the move to erect the commemorative bells and the Automobile Club of Southern California carried out the work.

15. Waterman Garage
132 North Euclid Avenue

This building was a blacksmith shop and built in 1885. The Watermans bought the building in 1920 and by changing the doors on the the front of the building made it into a garage. In 1922 the Watermans purchased the corner lot and made it into a gas station. The building has converted back into offices.

16. Ontario Power Company Station
140 South Euclid Avenue

This building was built in 1902 by the Ontario Power Company and operated by this company until 1928 when it was sold to the Southern California Edison Company. It was an indoor substation and as the area grew the demand for power exceeded the building's ability to provide power. The outdoor substation was built on First Avenue behind the building and is still in operation. Mr. P. J. Weiland bought the building in 1940, used it for his fertilizer business and it is now being operated as a delicatessen and liquor store.

17. E.A. Woodford Residence
329 East 9th Street

The Woodford home was built in 1896. Mrs. Woodford was Emma Marwood. In 1888 the Woodfords and the Marwoods moved to Coland from Missouri. E.A. Woodford became Secretary of the O.K. Fruit Exchange and in 1901 he became Manager of the Sunkist organization. In 1924 Miss Frances Barr organized the Colony School for kindergarten through eighth grade and used this home for her school. In 1929 when the Woodford property was sold, Miss

TECHNICAL APPENDIX B

INVENTORY OF RECREATIONAL FACILITIES IN
EXISTING AND APPROVED PRDs AND COMMERCIAL FACILITIES

Existing and Approved PRDs

CUP 308-10 Lewis Homes

2.6 net acres common open space including .5 acre mini-park.
8.3 net acres private open space.
800 S.F. swimming pool with spa
one tennis court.

CUp 33-28 Lewis Homes

6.5 net acres common and private open space.
1.38 net acres common area.
2.13 net acres private front yards.
2.94 acres private yards
recreation building, pool with spa, a tennis court, jogging trail.

CUP 83-29 Acacia Construction, Inc.

23 acres devoted to common open space, private back yard areas, landscaped cul-de-sac islands, and recreational activity areas.
2 developed recreational areas comprising 5.4 acres and containing 2 swimming pools with spas, volleyball courts, 2 recreation buildings, and 2 tennis courts.

CUP 84-09 Matreyek, B & M

64% of the site devoted to common and private open space.
5 common lots totaling 1.88 acres.
Developed recreational facilities consisting of a swimming pool, cabana, barbecue area, and a sand volleyball court.

CUP 79-11 Orchard Terrace Inc.

1906 S.F. swimming pool and spa
425 S.F. poolhouse.

CUP 79-24 Mark III

13 mini-parks comprising 16.3 acres and ranging in size from 12,500 S.F. to 47,100 S.F.
2 active recreation areas with a combined area of 3.8 acres.
Each center will include 2 tennis courts, a swimming pool, a clubhouse, and outdoor recreation space.

CUP 79-18 Lesny Development

10 acres common open space.
1,000 S.F. recreation building (sauna, restrooms, showers, assembly area).
800 S.F. swimming pool with spa.

CUP 13-14 W.F.T. Development

Central recreation area of 20,000 S.F. containing a swimming pool, spa, and a 200 S.F. poolhouse.
one tennis court.

CUP 79-02 Wolff, Lang, and Christopher

3.18 acres active and passive recreation areas.
Recreation building, 2 swimming pools with spas, 2 tennis courts.

CUP 188 Matreyek Homes, Inc.

Pool and cabana.
50% site yards and open space.

CUP-241 Ray Noxsel

Private yard area of 1,500 S.F. per lot.

CUP 222 Matreyek Homes

Pool and 500 S.F. recreation room

CUP 207 Paul Nordberg

Greenbelt

CUP 33-02 Arrow Park

Common recreation area - 35,000 S.F.
Private recreation area, 18,240 S.F.
Pool and spas.

CUP 79-22 Richardson, Nagy, Martin

Common recreational area - 813 S.F./unit.
1,200-2,000 S.F. per lot in private yard area.
Total common recreation area - 1.36 acres.
2 recreation areas with a pool and cabana each plus 17,408 S.F. of tennis courts.

CUP 191 - W. Paul Whaley and C. William LeGrand

Two swimming pools and two spas.

CUP 77-13 Dale E. Harris

Common recreation area of 17,500 S.F. including a swimming pool and 1,800 S.F. activity building.

CUP 77-11 Michael V. Reyes

15,200 S.F. recreation area containing an 800 S.F. game room, a swimming pool, a jacuzzi, shuffleboard, and paddle tennis.

CUP 77-8 Upland Development Company

2 swimming pools, 2 jacuzzis, and 2 paddle tennis courts.

CUP 71-6 Lemonwood Park, Inc.

Private yards.

CUP 77-16 Doyle Barker

Pool, jacuzzi, and recreation building.

CUP 77-21 Ming May

250 S.F. private patio for each dwelling.

2,600 S.F. developed recreation area including recreation building (900 S.F.) a tennis court, a swimming pool, a jacuzzi and a children's sandlot.

CUP 79-05 Lewis Homes

Recreation decks.

CUP 80-08 Matreyek Homes

13-20 swimming pools

6 tennis courts.

Private recreation facilities.

Commercial Recreation Facilities

CUP 80-08 Upland Hills Country Club

18-hole semi-public golf course and pro-shop

CUP 83-36 Brunswick Bowling Center

40 bowling lanes and game room.

CUP 164 Pomona Valley Recreation Center

Miniature golf course, trampolines, bumper boats, and batting cages.

CUP 252 Jack LaLanne's

8,300 S.F. health club with exercise equipment, swimming pool, jacuzzi, and sauna.

CUP-166 Boland Tennis Club

13 tennis courts
3,000 S.F. clubhouse.

CUP-84 Moon River Stables

Maximum of 30 horses

The Spa

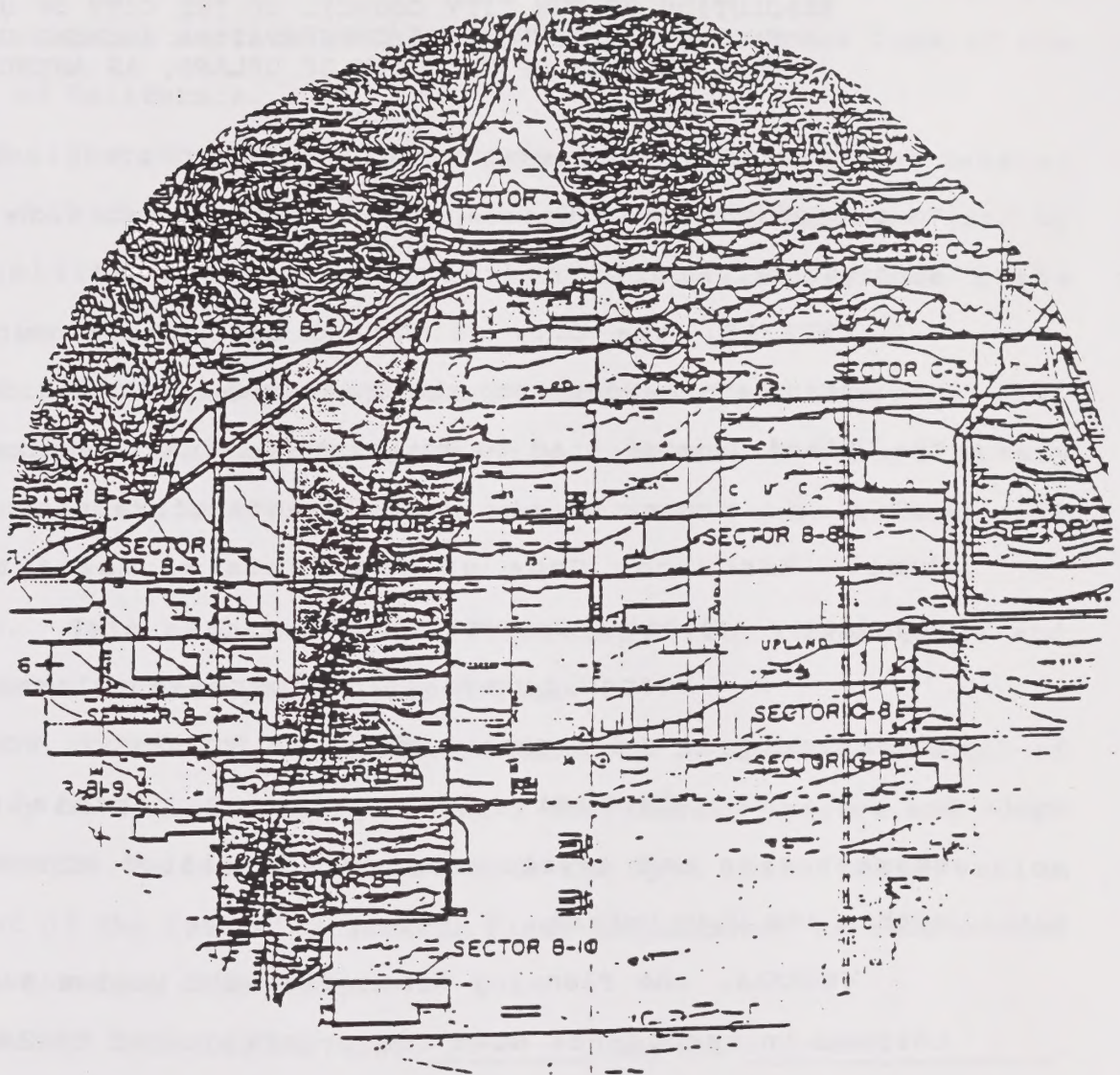
80 x 60 pool, recreation room, equipment room, sauna, a tennis court.

Gold's Gym

9,800 S.F. of exercise facilities (weights and spa).

MINERAL RESOURCES

(SUPPLEMENT TO THE OPEN SPACE/CONSERVATION ELEMENT)



ADOPTED PER
GPA-82(III)
JAN. 6, 1986



GPA-82(111)

RESOLUTION NO. 382

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF UPLAND
AMENDING THE OPEN SPACE/CONSERVATION ELEMENT OF THE
GENERAL PLAN OF THE CITY OF UPLAND, AS AMENDED

WHEREAS, the General Plan of the City of Upland is subject to periodic review to keep it current in relation to changing conditions; and

WHEREAS, the City of Upland did submit an application requesting an amendment to the Open Space/Conservation Element of the Upland General Plan to establish mineral resource management policies pursuant to the requirements of Section 2762 of the Public Resources Code of the State of California. Said amendments are being prepared to:

1. Recognize mineral information classified by the State Geologist and transmitted by the Board;
2. Emphasize the policies pertaining to the conservation and development of identified mineral deposits within the City Upland.

WHEREAS, the Planning Commission did hold a public hearing thereon in accordance with the provisions of Title VII of the Government Code of the State of California and recommended the adoption of the revised Housing Element; and

WHEREAS, the City Council of the City of Upland held its hearing on the said General Plan amendment on December 16,

19 85 , and made the following findings in reference to said revised Plan, namely:

1. The proposed amendments are in compliance with the provisions of Section 2762 of the Public Resources Code of the State of California.

2. The adoption of the proposed amendments to the General Plan will contribute to public health, safety, and welfare by recognizing mineral information classified by the State Geologist.

3. Sand and gravel are limited and valuable natural resources which must be prudently managed to insure timely extraction and utilization consistent with local and regional needs.

4. Said amendments are consistent with other goals and objectives of the Upland General Plan.

NOW, THEREFORE, IT IS HEREBY RESOLVED by the City Council of the City of Upland that the Council does hereby approve and adopt GPA-82(III), being an amendment to the Open Space/Conservation Element of the 1953 City General Plan, as amended, as recommended by the Planning Commission.

PASSED AND ADOPTED this 6th day of January,
19 86 .

/s/ Richard G. Anderson
MAYOR OF THE CITY OF UPLAND

ATTEST:

/s/ Doreen K. Carpenter
DOREEN K. CARPENTER, CITY CLERK
OF THE CITY OF UPLAND

STATE OF CALIFORNIA)
COUNTY OF SAN BERNARDINO) ss.
CITY OF UPLAND)

I, DOREEN K. CARPENTER, City Clerk in and for the City of Upland, do hereby certify that the foregoing is a true and correct copy of Resolution No. 3624 of said City which was passed at a regular meeting of said Council held on the 6th day of January, 19 86, by the following vote, to wit:

AYES: Carpenter, Hoover, Hunter, Nolan, Mayor Anderson

NOES: None ABSENT: None

CITY CLERK OF THE CITY OF UPLAND

APPROVED AS TO FORM:

Donald E. Maroney
DONALD E. MARONEY, CITY ATTORNEY

DATED: Jan 3, 1986

OPEN SPACE / CONSERVATION ELEMENT

OPEN SPACE FOR THE MANAGED PRODUCTION OF NATURAL RESOURCES

MINERAL RESOURCES

The most productive natural resources in Upland consist of high quality rock, sand, and gravel deposits. The passage of Senate Bill No. 756 (The Surface Mining and Reclamation Act of 1975) by the California Legislature in 1975 added special requirements relating to inclusion of policies in general plans pertaining to the management of important mineral resources. The Open Space/Conservation Element is the appropriate element of the Upland General Plan for inclusion of this information.

The City of Upland has historically contributed to the aggregate resources available in the Upland-Claremont Production Consumption Region. Exhibit 9.2 illustrates the location of existing mining operations in the Upland area.

Classification information provided by the State is included in the Open Space/Conservation Element to illustrate the available supply and demand for aggregate resources. Due to the proprietary nature of rates of extraction by private mining concerns, only generalized conclusions are possible regarding the need for aggregates in the City of Upland and the available supply.

The Open Space/Conservation Element incorporates mineral resource information transmitted to the City of Upland by the State Board of Mining and Geology and suggests goals, objectives, and policies for use and conservation of mineral resources within the City of Upland.

REQUIREMENTS

Article 4, Section 2762 of the Surface Mining and Reclamation Act requires the City to address mineral resource policies as outlined below:

- (a) Within 12 months of receiving the mineral information described in Section 2761, and also within 12 months of the designation of an area of statewide or regional significance within its jurisdiction, every lead agency shall, in accordance with State policy, establish mineral resource management policies to be incorporated in its general plan which will:

- (1) Recognize mineral information classified by the State Geologist and transmitted by the Board.

- (2) Assist in the management of land use which affect areas of statewide and regional significance.
- (3) Emphasize the conservation and development of identified mineral deposits.
- . (b) Every lead agency shall submit proposed mineral resource management policies to the Board for review and comment prior to adoption.
- . (c) Any subsequent amendment of the mineral resource management policy previously reviewed by the Board shall also require review and comment by the Board.
- . (d) Prior to permitting a use which would threaten the potential to extract minerals in an area classified by the State Geologist as an area described in paragraph (3) of Subdivision (b) of Section 2761, the lead agency may cause to be prepared an evaluation of the area in order to ascertain the significance of the mineral deposit located therein. The results of such evaluation shall be transmitted to the State Geologist and the Board.

In addition to incorporation of mineral resource information, the State statute also required preparation of an ordinance by the City to regulate the mining and reclamation of mineral resources within the City. Ordinance No. 1287, approved 21 December 1981, regulates the mining and reclamation of mined lands in the City of Upland. Ordinance No. 1287 is described in greater detail under the implementation portion of the Open Space/Conservation Element.

SUPPLY OF MINERAL RESOURCES

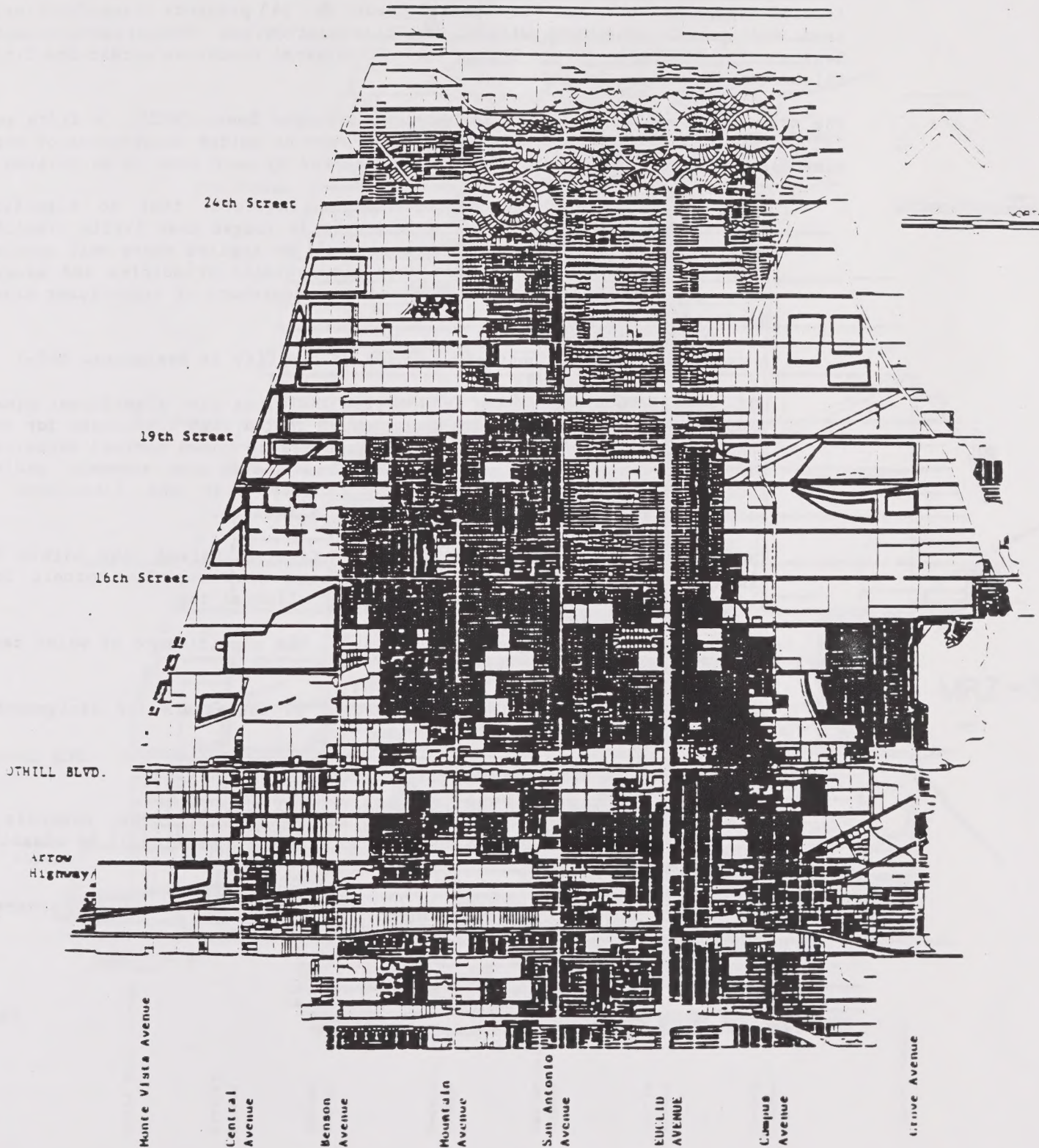
Special Report No. 143, Part VI, prepared by the California Division of Mines and Geology, reviews supply and demand for mineral resources within the Claremont-Upland Production-Consumption Region. Total reserves available for mining of approximately 55 million tons exist in the region. Based upon a per capita consumption rate of 7.17 tons of aggregate per year, this represents an approximate 13-year supply. The fifty- (50) year demand is projected at 245 million tons of aggregates.

One assumption made by the State in developing the estimates of needed supply is that the rate of consumption will remain consistent over the 50-year period due to continued urbanization.

Within the City of Upland, the amount of vacant land for new construction and large areas suitable for redevelopment are rapidly diminishing, thereby creating a trend toward lesser utilization.

EXISTING SAND & GRAVEL PITS

EXHIBIT 9.2



MINERAL RESOURCE CLASSIFICATION

Exhibit 9.3 illustrates the mineral resources zones within the City of Upland as included in California Department of Conservation Division of Mines and Geology Special Report No. 143, No. VI. Special Report No. 143 presents classifications of sand and gravel resources within the Claremont-Upland Production-Consumption Region. The Claremont-Upland Region includes mineral resources within the City of Upland and its sphere of influence.

The classification study identifies Mineral Resource Zones (MRZ). A fifth zone, "SZ", provides for scientifically significant rare or unique occurrences of rocks, minerals, or fossils. The information represented by each zone is as follows:

- . MRZ-1--Areas where adequate information indicates that no significant mineral deposits are present, or where it is judged that little likelihood exists for their presence. This zone shall be applied where well developed lines of reasoning, based upon economic geologic principles and adequate data, demonstrate that the likelihood for occurrence of significant mineral deposits is nil or slight.

A small area in the southwest portion of the City is designated MRZ-1.

- . MRZ-2--Areas where adequate information indicates that significant mineral deposits are present or where it is judged that a high likelihood for their presence exists. This zone shall be applied to known mineral deposits or where well developed lines of reasoning, based upon economic geologic principles and adequate data, demonstrate that the likelihood for occurrence of significant mineral deposits is high.

The majority of the land area in the City of Upland lies within this classification due to the City's location atop the San Antonio Creek alluvial fan and atop the Cucamonga Creek alluvial fan.

- . MRZ-3--Areas containing mineral deposits, the significance of which cannot be evaluated from available data.
- . MRZ-4--Areas where available information is inadequate for assignment to any other MRZ zone.

No areas of the City are currently zoned MRZ-4.

- . SZ--Areas containing unique or rare occurrences of rocks, minerals, or fossils that are of outstanding scientific significance shall be classified in this zone.

No SZ areas have been defined in the City of Upland or its sphere of influence.

MINERAL RESOURCE ZONE MAP

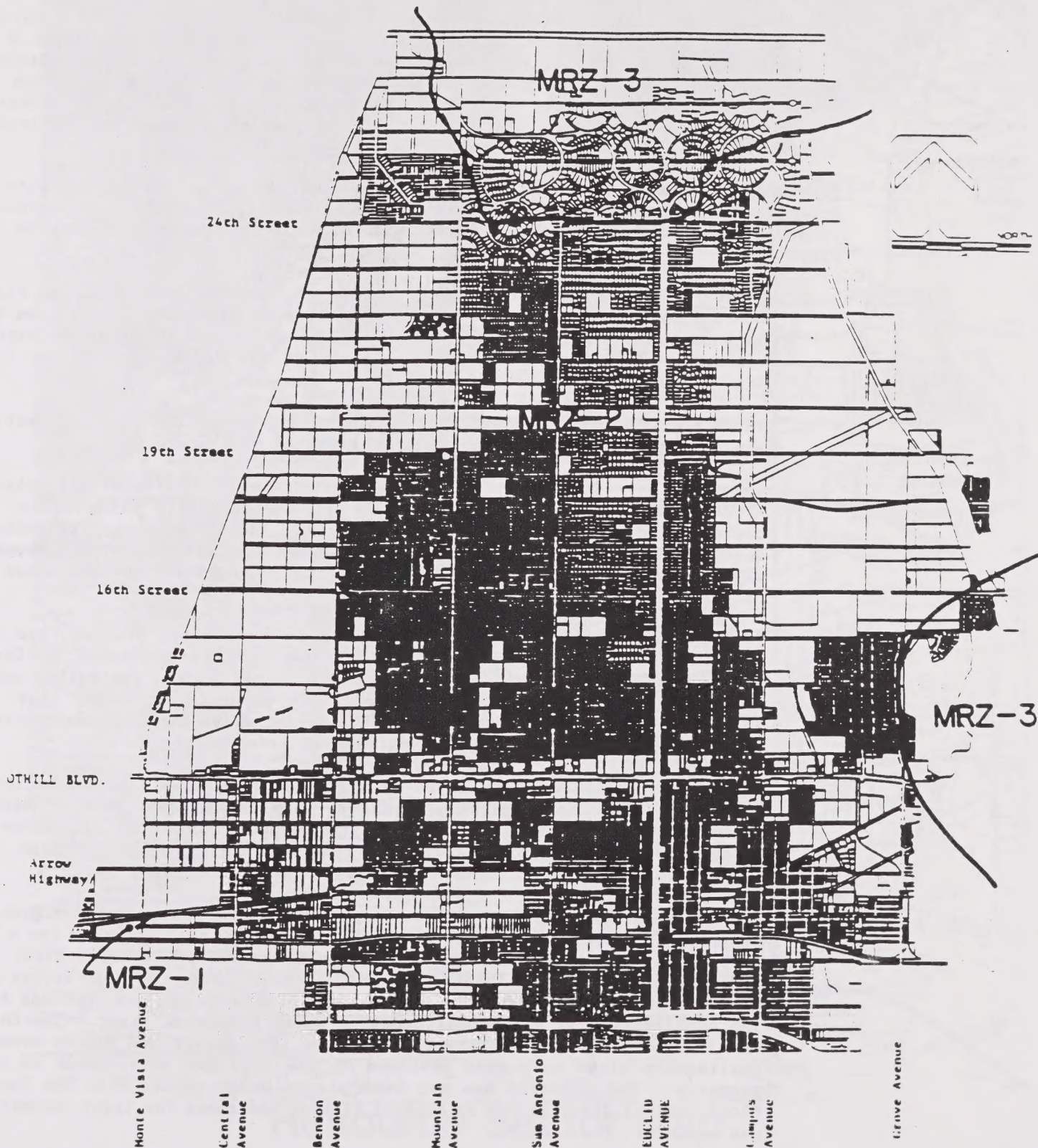


Exhibit 9.3

MINERAL RESOURCE SECTOR MAP

The Sector Map (Exhibit 9.4) provides more detailed information regarding the mineral resources holdings and deposits within each specific area. Sector A is estimated to contain 1.8 billion tons of resources. The reserves in the Resource Sector Map are the aggregate materials that sand and gravel companies own or control. Reserves for Sector A are 8 million tons, and 120 million tons in Sector B. Reserves are not indicated for Sector C, as such reserves represent proprietary information not released in the Special Report No. 143.

Portions of Sector A, B-1, B-8, B-10, C-2, C-5, C-6, and C-8 are within the City of Upland. These sectors are described below. Additionally, an analysis is presented of areas within the City sphere of influence of each sector for inclusion by the City.

- . Sector A--Sector A is an area upstream of the San Antonio Creek Flood Control Dam. Most of Sector A is used as a catch basin for debris from San Antonio Wash. Part of the area on the east margin is used for citrus orchards. It is controlled by the County of San Bernardino and the U.S. Army Corps of Engineers.

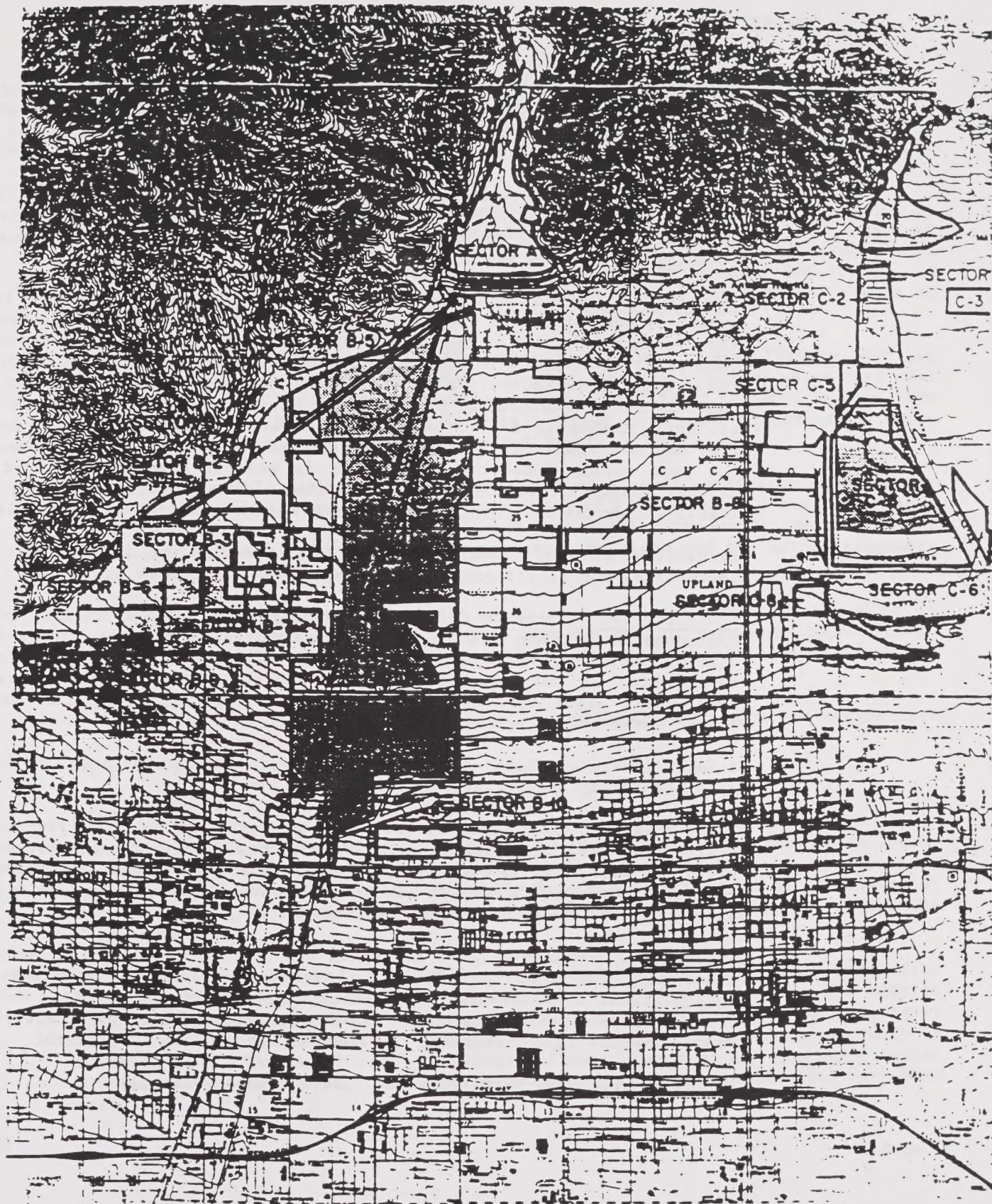
Those portions not feasible for development and within the flood protection areas of the San Antonio Dam could be reserved for future mining.

- . Subsector B-1--Subsector B-1 is within the Cities of Claremont and Upland. Areas within the City of Upland that are not currently being mined or construction aggregate are planned for industrial or residential development. The western part of Subsector B-1 within the City of Claremont is planned for residential development. The present use of these areas is open space.

Portions of Subsector B-1, as configured by the State, present land use conflicts. The area east of Benson Avenue and the extension of Canon Avenue, north of 19th Street includes many sites presently under development, large areas with approved subdivision maps, and an approximately 80-acre area north of 23rd Street where the City has reviewed tentative development plans for residential development.

Due to the conflicts with approved and developing tracts of land, it is recommended that the designated areas be limited to areas west of Benson Avenue and Canon Avenue, north of 19th Street. The area is presently designated for open space, and is reserved for extraction under San Bernardino County Flood Control District Permit No. 372089.

Subsector B-1 south of 19th Street is generally appropriate for designation with three exceptions. First, a tentative tract has been approved for a 28-acre industrial development at the northeast corner of Foothill Blvd. and Padua Avenue. A second location at the northwest corner of 17th Street and Benson Avenue has been fully approved, and 33 million dollars in bonds sold for construction of a regional domestic water treatment plant. The third area of concern is the northwest corner of 16th Street and Benson Avenue. Preliminary plans have been reviewed by the City for development of this property. The property has not been placed under permit with the County Flood Control District and is general planned and zoned for light industrial use.



Resource Sector Map

Exhibit 9.4

- . Subsector B-8--Subsector B-8 is in an area of the City of Upland that is being rapidly developed and is planned for development in the near future. The present use of this subsector is for citrus orchards; this area has been identified by the California Department of Conservation as prime farmland.

This area is inappropriate for mineral extraction due to its location in the midst of incompatible urban residential uses. A freeway corridor planned through Subsector B-8 could be mined on an interim basis for the purpose of lowering the freeway grade elevation.

- . Subsector B-10--Subsector B-10 is within the City of Upland. It is presently open space but is planned by the City for eventual development as light-industrial. It is surrounded by a private airport to the north and commercial development to the south. The City Redevelopment Agency approved the Airport Area Redevelopment Project on 15 July 1985 to facilitate the comprehensive development of the area surrounding Cable Airport and including Subsector B-10. Substantial investment both monetarily and in time has been committed by the City and private developers to development of the area within Subsector B-10 which is general planned and zoned for highway commercial and light industrial use. Parts of the area have been identified by the California Department of Conservation as unique farmland.

Extraction of the resources on this site would be incompatible and impractical due to its proximity to committed development areas.

- . Subsector C-2--Subsector C-2 is mostly open space (stream channel in the Cucamonga Creek Wash used as a recharge basin, above the debris-flood control dam). The City of Upland has planned for eventual agricultural development of the southwestern part of the Sector. There are no development plans for the remainder of the area, either by the City of Rancho Cucamonga or by San Bernardino County.

A small irregular shaped piece of land between 23rd Street and 24th Street does not appear appropriate for classification.

This area is zoned agricultural but general planned for low-density residential use. The site is surrounded by residential development to the north and west, and is bounded by a major Edison transmission corridor to the east. This area is not feasible in size or shape for effective mineral extraction and should not be designated.

- . Subsector C-5--Subsector C-5 is within the City of Upland which has zoned about half the area for residential development and the remainder for agricultural development. The agricultural zoning represents a holding zone for future residential use. The encroachment of extraction activities would directly impact existing and planned residential development.

Proposed school and park sites are both within this Subsector.

- . Subsector C-6--The City has carefully reviewed the classification of Subsector C-6 with the intent of supporting classification of portions of the area for continued mineral extraction. The area north of 20th Street is currently utilized for resource extraction and may be supported for designation.

The City has serious concerns regarding designation of the area south of 20th Street. This area is bisected in two directions by the proposed Foothill Freeway in an east/west direction, and the ten-ft. Metropolitan Water feeder line crossing from southwest to northeast. The freeway is proposed to be at or above existing grade at this location and cannot be depressed due to storm drainage problems.

The conflicts presented by the water line, the proposed freeway, and the setback from existing streets results in small areas which are not appropriate for mineral extraction. Classification of the area between 19th Street and 20th Street would likely delay continued urbanization while returning no actual benefit in added supply of aggregates.

Considerable area will remain reserved for mineral extraction in Subsector C-6 in spite of removal of the area south of 20th Street. A small expansion of Subsector C-6 may be accomplished by extending the sector boundary to the easterly edge of the Edison transmission corridor and the future alignment of Campus Avenue.

- . Subsector C-8--Subsector C-8 is an open space area within the City of Upland. Most of the south part of the sector has been approved for residential development, and the remainder has been previously planned for residential use.

Extraction in this area would not be compatible with adjacent residential development.

CITY DESIGNATED RESOURCE CONSERVATION AREAS

Exhibit 9.5 illustrates the area designated by the City of Upland for consideration of mineral extraction in the future. The areas within the Resource Conservation Area represent those compatible areas where mineral extraction can occur consistent with the goals, objectives and policies for all aspects of development within the City of Upland.

The areas lay on the easterly and westerly edges of the City within identified flood plain/open space areas. On the west, the area extends from the Los Angeles County line easterly to Benson Avenue and the extension of Canon Avenue, southerly from 25th Street on the north to the location of existing extraction sites north of Foothill Blvd. Two small area, an industrial development at the northwest corner of Benson Avenue and 16th Street and the future water treatment facility have been excluded.

Development within the Resource Conservation Area will be generally restricted to development of mineral resources and compatible aggregate-utilizing concerns. Proposed incompatible development will be considered based upon a demonstration that no mineral resource extraction is feasible and that proposed commitment of resources will not result in the creation of incompatible land uses.

The primary opportunity for future extraction exists in the northwest area of the City. A permit has been issued (by the San Bernardino County Flood Control District) for extraction of a series of pits in the northwest area to provide water recharge and flood retention. This permit will enable continued utilization of available mineral resources while providing additional flood protection for the area.

Areas on the east side of the City extend from the City Limit line with Rancho Cucamonga westerly to a physical barrier created by the Edison Company transmission lines and Campus Avenue, and from 20th Street northerly to 24th Street. The area is presently within open space/flood plain area and partially disturbed by existing aggregate operations.

GOALS

- . To protect those mineral lands identified by the State as significant local, regional, or statewide resources from preclusive and incompatible land uses within specified areas where said mineral resources may be extracted in an economically feasible manner without degrading the adjacent urbanized environment or reducing housing opportunities within the community.

OBJECTIVES

- . To coordinate the development of parks and recreation with other elements in the community to insure the most logical location and, where possible, combine with other compatible facilities such as schools, flood control or water conservation areas, etc.
- . To reserve open areas for groundwater recharge.
- . To halt further pollution and depletion of water resources and to provide for an adequate future supply of high quality potable water.
- . To develop and extract specified mineral resources with minimum disturbance to the environment and to provide for the eventual reclamation of these areas to uses consistent with the open space needs of the population.

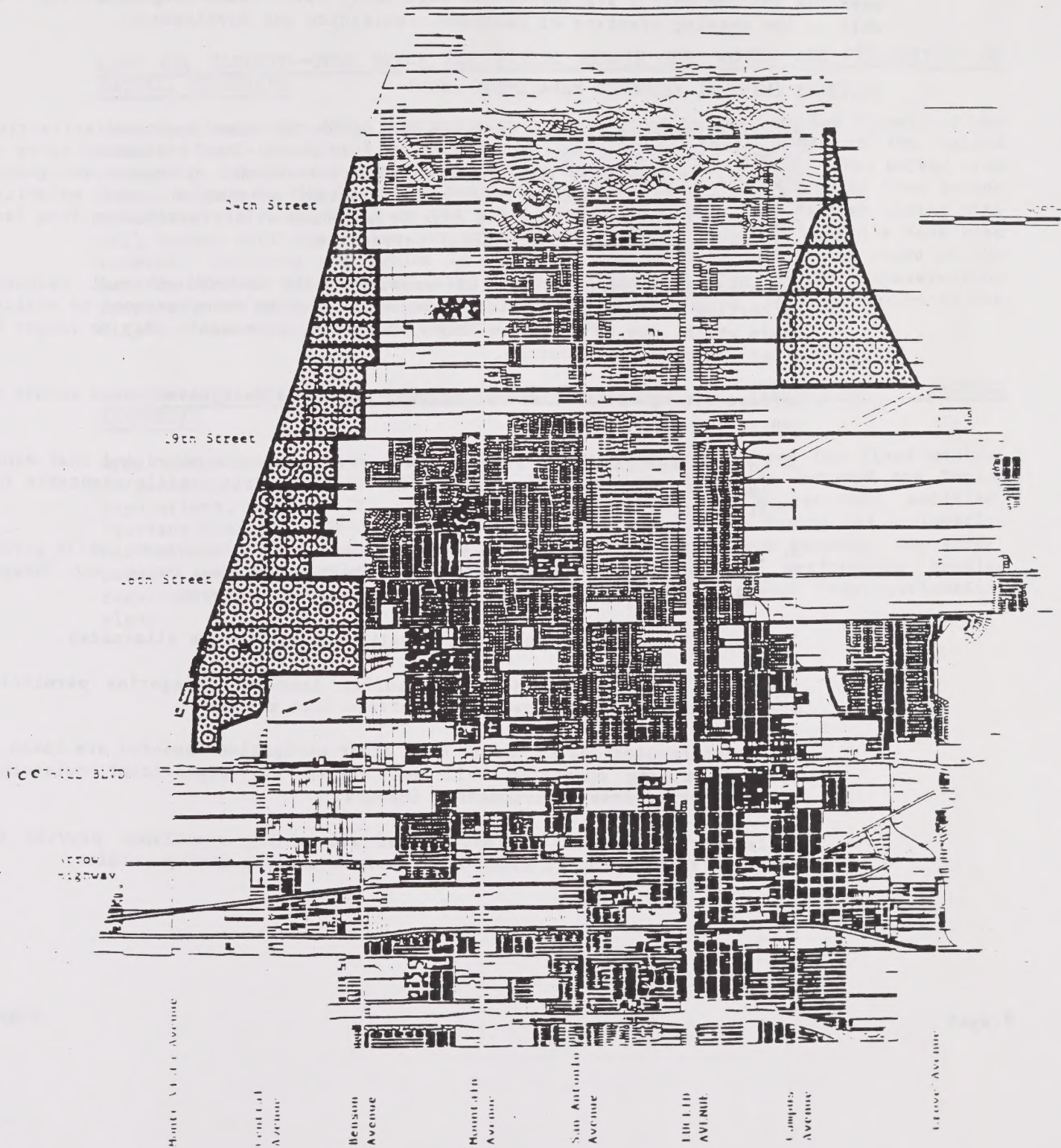


Exhibit 9.5

DESCRIPTION OF IMPLEMENTATION MEASURES

Implementation measures to attain the goals and policies of the combined Open Space/Conservation Element are described in this section. The implementation measures include policy statements and regulatory tools (land use and zoning), as well as the ongoing practice of parkland acquisition and development.

POLICIES (MINERAL RESOURCE MANAGEMENT ONLY)

- . Maintain land-use categories which will allow for timely mineral extraction to meet projected demand in areas classified as MRZ-2 or designated to be of regional or statewide significance and which are not otherwise designated for urban uses incompatible with mineral extraction; and establish regulations for these land-use categories which will protect them from land uses which would preclude mineral extraction.
- . Proposed development shall be considered in defined mineral resource extraction areas only when said development can be demonstrated to utilize lands which, due to their proximity to urban improvements, may no longer be mined for mineral resources.
- . Surface mining within these classified lands and designated areas should be controlled to assure that:
 - Adverse environmental effects are prevented or minimized and that mined lands are reclaimed to a usable condition which is readily adaptable for alternative land uses.
 - The production and conservation of minerals are encouraged, while giving consideration to recreation, watershed, wildlife, range and forage, aesthetic enjoyment, and other environmental factors.
 - Residual hazards to the public health and safety are eliminated.
- . Implement regulations which will buffer land-use categories permitting mineral extraction from uses incompatible with mining.
- . Implement regulations to insure that after mitigative measures are taken, a proposed mining operation will not create any significant nuisances, hazards, or adverse environmental impacts.
- . Implement regulations to insure that all mining operations provide for adequate reclamation of mined lands before issuing mining permits.

REGULATORY TOOLS

Tools to regulate open space preservation and the conservation of natural resources are described in this sub-section. These tools include the Land Use Element and Zoning Ordinance.

LAND USE ELEMENT--OPEN SPACE FOR PUBLIC HEALTH AND SAFETY AND UTILIZATION OF NATURAL RESOURCES

Open land areas for flood control purposes are shown in the Land Use Element of the General Plan. Exhibit 9-6 shows the location of these areas in the Upland community. These same areas are utilized for mineral extraction. They extend from Campus Avenue to the Cucamonga Wash on the east side of the City and from Benson Avenue to the County line on the west side of the City. The various mining pits will become settling basins for groundwater recharge once the minerals have been removed. Existing and future locations of the settling basins are shown on the Land Use Element Map. By utilizing mineral extraction sites for water conservation purposes, the mangement of one natural resource can aid in the conservation of the City's other most productive natural resource.

ZONING--OPEN SPACE FOR PUBLIC HEALTH AND SAFETY AND UTILIZATION OF NATURAL RESOURCES

Open space zoning is applied to those open land areas shown for flood control purposes by the Land Use Element. In addition, the City amended the Zoning Regulations, Article IX, of the Municipal Code to add Chapter 9499, entitled, "Surface Mining and Reclamation," to implement the Surface Mining and Reclamatiior Act of 1975. This chapter sets forth the description and purpose, the scope, permit and reclamation plan requirements, review and performance bonding requirements, and procedures for amendments to, and variance from, reclamation plans.

INTRODUCTION AND BACKGROUND

A Noise Element has been a general plan requirement since 1971. The idea of the Noise Element is to protect residents from noise that would jeopardize their health and welfare. In 1975, amendments to the law were made and the Office of Noise Control, Department of Health Services, issued a set of Noise Element Guidelines. The Upland Noise Element complies with the 1975 amendments and, in accordance with planning requirements, "recognizes" the 1976 Noise Element Guidelines.

Section 65302(g) of the California Government Code requires:

A noise element, which shall recognize guidelines adopted by the Office of Noise Control pursuant to Section 46050.01 of the Health and Safety Code, and which quantifies the community noise environment in terms of noise exposure contours for both near and long-term levels of growth and traffic activity....

This element of the General Plan places value on the well-being and health of the citizens residing in Upland by mitigating the noise problem. The Element considers noise generated from several sources and ways to mitigate problems for the benefit of community residents and to better the quality of life in Upland.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

General Plan issues addressed by the Noise Element include the following:

- Quantification of the community noise environment
- Preparation of a community noise exposure inventory
- Recommendations on mitigating measures and possible solutions to existing and foreseeable noise problems

These three issues are particularly interrelated with the Land Use Element and Circulation Element. In fact, by law the findings and recommendations of this Noise Element are tied to the Land Use Element and Circulation Element as well as the City's Zoning Ordinance. Section 65302(g) of the Government Code, for instance, states that the

...noise exposure information shall become a guideline for use in development of the land use element to achieve noise compatible land use and also to provide baseline levels and noise source identification for local noise ordinance enforcement.

That same section of the Government Code also states the following:

It shall be the responsibility of the local agency preparing the general plan to specify the manner in which the noise element will be integrated into the city or county's zoning plan and tied to the land use and circulation elements and to the local noise ordinance.

Satisfaction of these planning requirements is achieved by the Upland Noise Element, particularly in those sections entitled "Goals and Objectives" and "Implementation Measures." The "Internal Consistency" section describes the mutually reinforcing policies of the Land Use, Noise and Circulation Elements (as well as other appropriate elements).

INVENTORY OF THE COMMUNITY NOISE PROBLEM

This section of the Noise Element deals with a quantification of the community noise environment and preparation of a community noise exposure inventory. The community noise problem in Upland centers around describing noise which is primarily transportation related. The noise problem is measured in this Element in three ways:

- Community noise measurement survey
- Noise contour maps for roadway, railroad and airport noise
- Community noise exposure inventory (i.e., the number of affected persons within certain CNEL contours)

Information on these three items is contained in this section of the Noise Element. Since many of the terms either describing or quantifying noise are uncommon, a glossary is contained in Appendix 10-A. Besides these definitions, the fundamental concepts of sound are explained in Appendix 10-B.

COMMUNITY NOISE MEASUREMENT SURVEY

A survey of Upland's existing noise environment was completed in January 1982. Specific types of land uses, activities and sources were investigated, providing information on the level and character of their associated noises. The survey, together with the contour mapping and the exposure inventory, all serve as a basis for guiding land use development and act as inputs to the Land Use and Circulation Element.

Fulfillment of the purpose of the survey is predicated on the accuracy of the characterizations of the community noise associated with the various land uses and activities which were surveyed. It follows, then, that characterization could only be accomplished by monitoring during periods of characteristic activity. The diversity of sites, land uses and activities studied in this survey made it necessary to sample community noise at all times of the day and night.

Noise from many sources varies over a period of time, so that the noise level is not constant. Under conditions of varying time, sound is best expressed in statistical terms. Several rating indices have been developed for the measurement of community noise. The predominate ones now in use in California are: Energy Mean Noise Level (L_{eg}); Day-Night Average Sound Level (L_{dn}); and Community Noise Equivalent Level (CNEL). These indices apply different weighting factors to noise occurring at various times of the day. Thus, when a noise level is given for a particular location, it is important to know what statistical variable is described by that value.

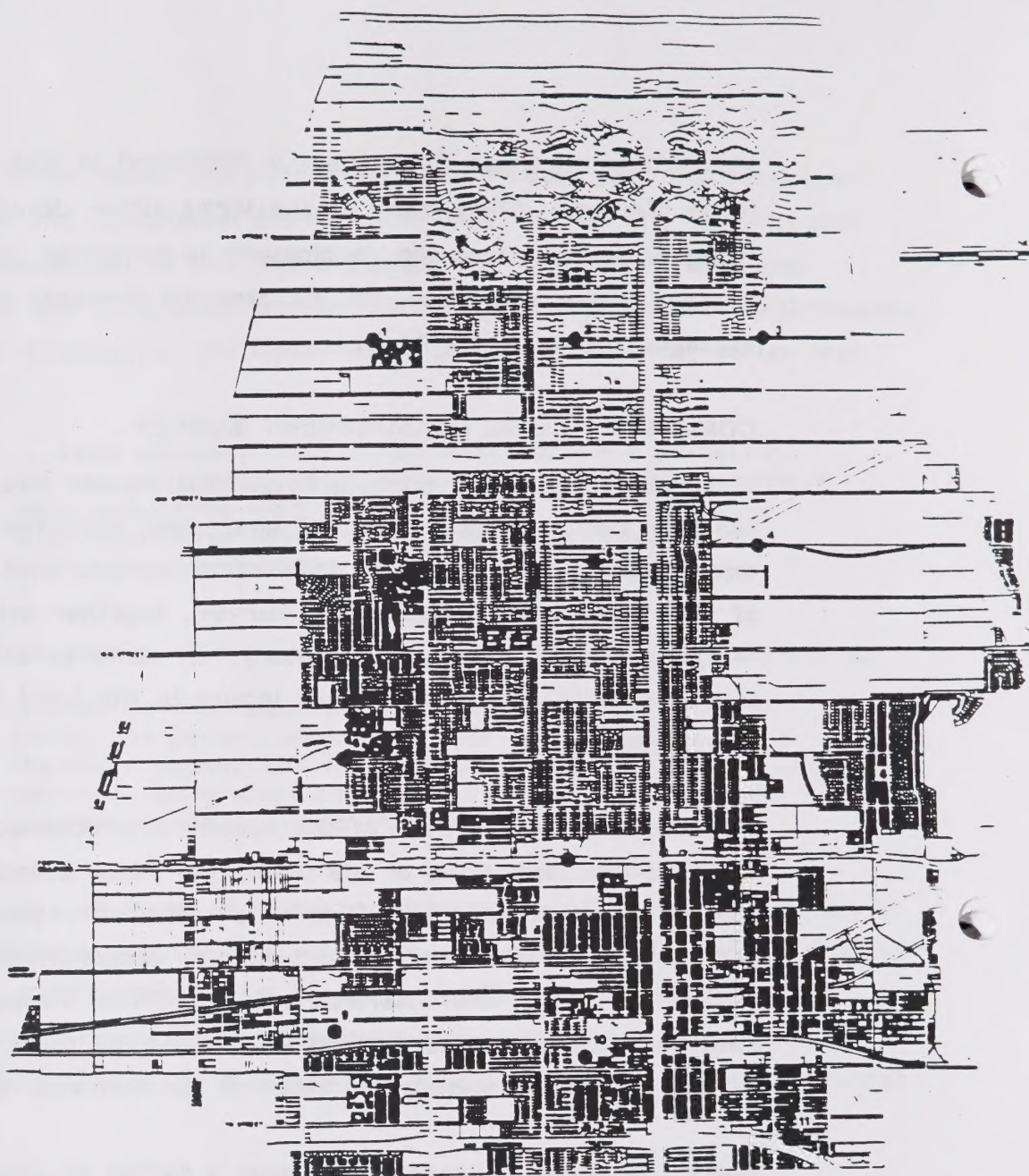


EXHIBIT 10.1

SITE LOCATIONS FOR 24-HOUR
NOISE MEASUREMENT SAMPLES

The CNEL index was used in the Upland Noise Element for several reasons: (1) It satisfies the State requirements that the acoustical scale include both magnitude of noise and frequency of occurrence; (2) It incorporates factors of amplitude and spectral distribution of noise, sensitivity of the human ear, duration of noise events, and time of day weighting factors; (3) The CNEL index also is the method of airport noise description accepted by the Southern California Association of Governments and the California Department of Aeronautics for environmental impact reports.

Another value of the CNEL index is that it produces values within one decibel of L_{dn} values which is the index recommended by the Environmental Protection Agency. L_{dn} can be used interchangeably with CNEL if there are not a significant number of events that occur between the evening hours, i.e., 7:00 p.m. to 10:00 p.m., since one decibel is well within the absolute accuracy of the CNEL prediction.

Twelve locations were measured during the daytime, evening and nighttime hours (i.e., sampled 7:00 a.m.-7:00 p.m., 7:00 p.m.-10:00 p.m., and 10:00 p.m.-7:00 a.m.). The sites selected covered the entire geographic area of the City. Criteria for site selection included geographical distribution, stationary land uses suspected of noisy activities, proximity to transportation facilities, and areas currently quiet. Exhibit 10-1 on the following page shows the location of the 12 sites included in the noise measurement survey. The measurement data site location descriptions, and source identification are included in Appendix 10-C.

One aim of the measurement survey was to provide visibility into the noise levels, and their distribution in order to estimate the current and potential future impact. Each site's ambient noise is characterized by a steady-state component called residual noise, and a fluctuating component produced by primary noise sources localized near the microphone. Residual noise is the noise floor at a site. It is that noise produced by the multitude of distant noise sources which together make up the background noise level sometimes referred to as the

"urban roar." The key feature of residual noise is that it is a direct measure of the sound produced by the urbanization process. Any long term and permanent reduction in urban noise will be most directly sensed by the average person in the reduction in the background noise. Also, major individual sources that intrude significantly above the residual noise (i.e., trucks and aircraft) when quieted will be another readily noticed feature of a successful attack on noise pollution.

For Upland, the measurement survey revealed that ambient* noise levels vary from 38dBA in the daytime, 34dBA in the evening, to 32dBA in the nighttime. Most of the areas of Upland, except on heavily traveled streets and highways, experience noise levels that are below 65dB CNEL. The highest CNEL projected from the measurement data is 67.3dB for a residential location adjacent to the I-10 freeway and the lowest projected CNEL is 49dB for a quiet residential area well away from the freeway. Generally, as the distance becomes greater from the freeway, the more densely populated areas, and the railroads, the noise impacts decrease; however, where the main City roadways exist the noise is increased without regard to surrounding land use or activity.

A summary of the noise levels at the 12 sites is presented in Table 10-1 on the following page. Individual site reports are presented in Appendix 10-C. They present, for each of the 12 sites, the following information:

- A site description
- A noise measurement survey
- A description of noise sources
- A projected 24-hour noise exposure level in the CNEL and L_{dn} indices

*Ambient -- The background noise heard when there are no nearby noise sources. It is present nearly 100% of the time. It is sometimes called "residual" noise.

Table 10-1
City of Upland
Summary of Community Noise Survey
(January 1982)

Location	Day (dba)		Evening (dba)		Night (dba)		CNEL	Ldn
	Ambient	Average	Ambient	Average	Ambient	Average		
Site #1: Future Intersection of West 22nd St. & Stonecrest Ave.	42.0	49.6	35.0	39.6	32.0	46.9	53.1	52.9
Site #2: West 22nd St. In front of Valencia Elementary School	38.0	45.6	36.0	40.2	32.0	53.0	59.4	59.2
Site #3: Intersection of East 22nd St. and Campus Avenue	46.0	51.2	34.0	39.5	39.7	41.0	50.2	49.9
Site #4: Future Intersection of East 10th St. and Campus Avenue	42.0	59.6	42.0	43.0	41.0	46.4	56.7	56.6
Site #5: Vacant lot at Intersection of North Redding Way and West Clark Avenue	42.0	49.7	37.0	38.9	34.0	40.8	49.0	48.7
Site #6: Front yard of 1349 N. Alta Avenue	46.0	52.3	46.5	54.1	41.0	47.3	56.9	55.1
Site #7: 685 W. Foothill Blvd./Upland High School	59.1	65.1	57.1	60.0	44.0	49.6	64.1	62.5
Site #8: Vacant lot at end of cul-de-sac on W. 14th Street	44.0	51.3	44.0	46.7	32.0	38.3	50.6	49.2
Site #9: Parking lot behind 1450-1470 W. 9th Street	50.0	54.1	43.0	47.2	45.0	49.4	56.3	55.9
Site #10: Mid-block of 400 W. 8th Street	48.0	59.1	46.0	54.9	42.0	53.0	61.0	60.2
Site #11: 821 Richland Street/I-15 Freeway	59.0	65.4	48.0	61.7	53.0	59.1	67.3	66.4
Site #12: Beth Way/Maywood Avenue	48.0	45.0	34.0	37.7	38.0	46.0	51.0	51.7

NOISE CONTOUR MAPS

Separate noise contour maps are presented for Upland's three major sources of community noise: roadway traffic; railroad traffic; and aircraft traffic. The noise contours for the only airport in the City, Cable Airport, were prepared by the California State Department of Aeronautics, 1978, for the study years of 1978 and 1990. The roadway and railroad contours were prepared specifically in support of the Noise Element purpose: to provide a "trigger" mechanism by which all potential noise/land use incompatibilities may be flagged for mitigation. Therefore, the noise contours generated for the ground transportation systems were generated to show "worst case" noisiest conditions in which the effects of atmospheric noise reduction and the shielding of roadside buildings, walls and landform were not accounted for. These contours must be expected to usually indicate higher noise impacts away from the roadways than would be measured. However, these contours may be used for both existing and future years traffic levels (with the less than 25% growth factor projected by the City for the near term future) since the increased traffic levels may be expected to be offset by increased shielding from new building construction and the construction of mitigation measures as a result of implementation of Noise Element recommendations.

Methods of preparing the noise contour maps included the conditions listed below:

Highways

- Traffic Volume -- Average Daily Traffic (ADT)
- Traffic Speed -- posted
- Daily Distribution -- bimodal
- Barrier Correction -- limited to none except freeway
- Percentage of Trucks to Cars in a Daily Traffic Distribution
- Method -- Federal Highway Administration Roadway Noise Prediction Model, FHWA RD-77-108

Grades

- No grade or depression correction except on freeway

Railroads

- Traffic Volume -- as supplied by the railroads
- Train Speed -- as supplied by the railroads
- Daily Distribution -- as supplied by the railroads
- Barrier Correction -- no correction or account for horn warning devices
- Train Passby Noise -- field measurement of single event levels

Airports

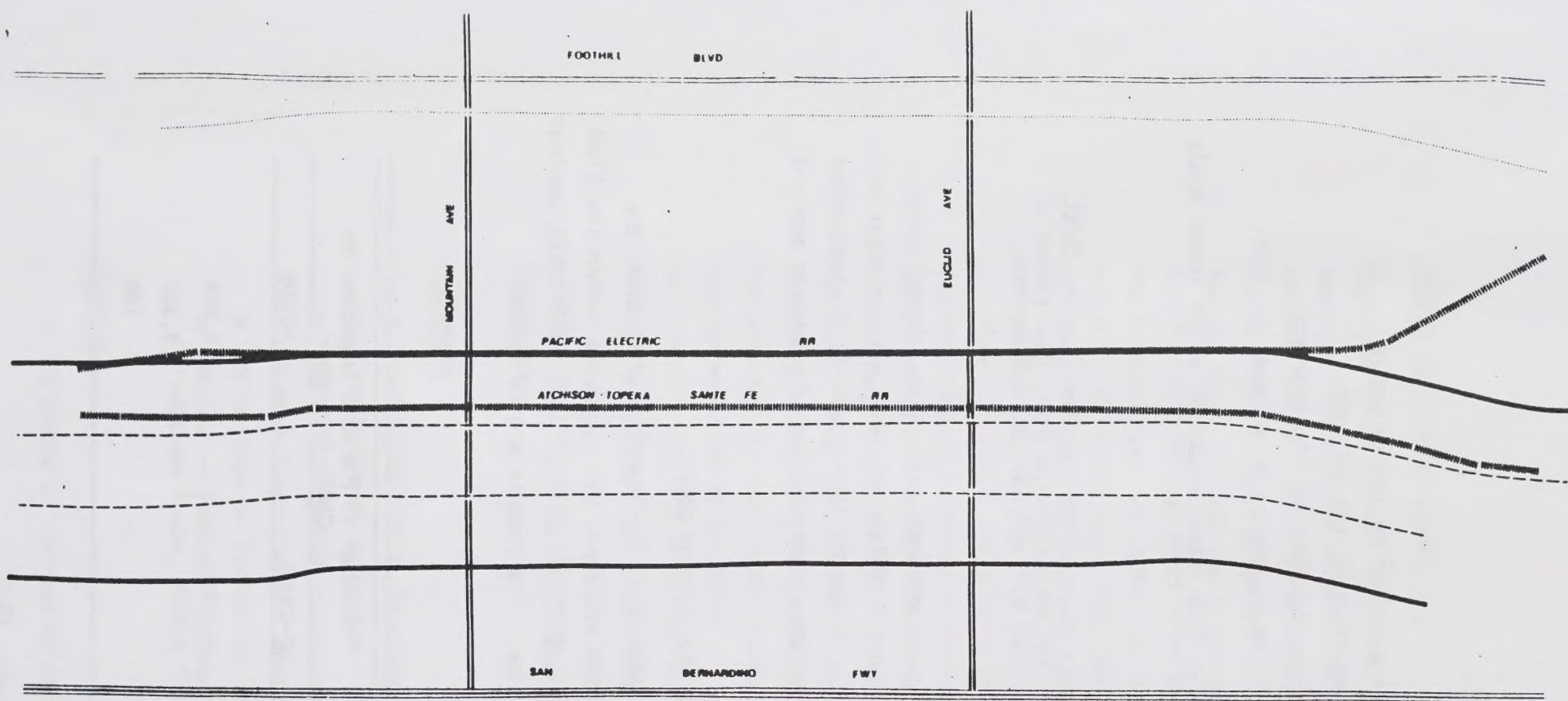
- Airport CNEL contours were taken from the current CNEL contours established by the California State Department of Aeronautics as published in Cable Airport Master Plan 1980-2000, July 1981

Maps are included in this document with respect to railroad noise contours and the Cable Airport. Official roadway noise contour maps are on file at the City Hall. Appendix 10-D presents the calculated unshielded roadway noise contour distances for 24 roadways and 114 roadway links.

COMMUNITY NOISE EXPOSURE INVENTORY

Based on the 1980 census tract data for the City of Upland, the number of potentially affected residents was tabulated within the 57dB CNEL contour within the 65dB CNEL contour, and 70dB CNEL contour for each type of noise source. The results are as follows:

Source	Number of Persons Impacted by CNEL Exposure	
	57-65dB	>65dB
Roadways	18,200	4,300
Railroad		7,300
Airport		100



RAILROAD NOISE CONTOURS*

- 70 dB CNEL Unshielded
- - - 65 dB CNEL Unshielded
- 57 dB CNEL Unshielded

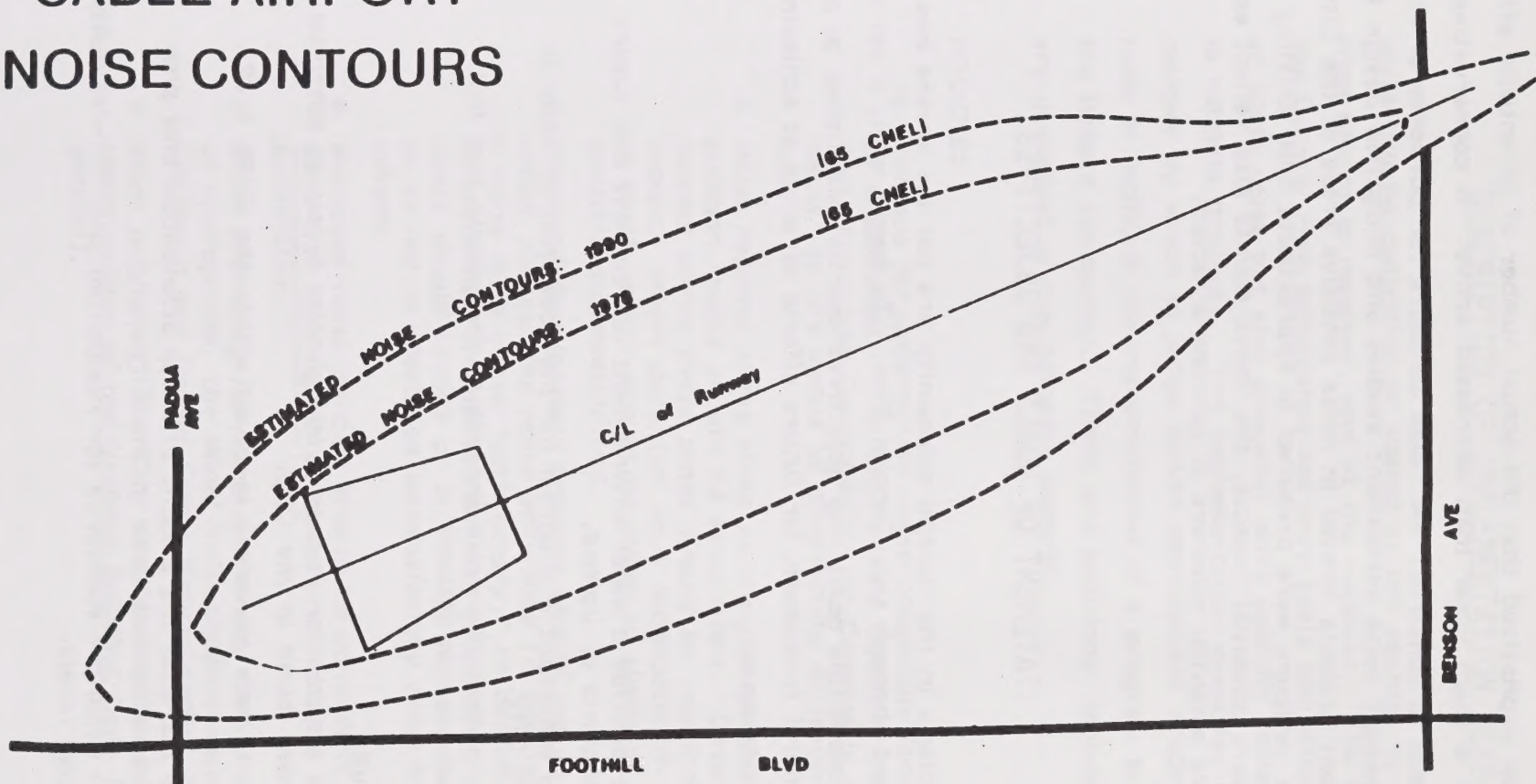


0 1/2

*Based Upon 15 Freight Trains Equispaced Per 24 Hours

EXHIBIT 10.2

CABLE AIRPORT NOISE CONTOURS



1:2400

EXHIBIT 10.2

It must be emphasized that the actual number of potentially affected residents is much lower than expressed above. A conservative method was used to construct the noise contours for purposes of assuring (when needed) noise assessment studies and mitigation design for development projects located in noise sensitive areas of the City. Since the contours were prepared to approximate both existing and future years potential impacts, the above counts also reflect existing and future potential numbers of persons affected.

STATEMENT OF GOALS AND OBJECTIVES

Noise problems in the Upland community are not too severe and can be mitigated through this General Plan. To begin with, a set of mutually compatible goals and objectives can be established to provide a general framework for future efforts directed at achieving a quiet environment.

GOALS

- *To provide a quiet environment for current and future residents of Upland.*
- *To implement a program for the reduction of noise in the City.*
- *To reduce the noise impacts to the people that live and work in Upland.*

OBJECTIVES

- *To maintain or reduce existing noise levels in sensitive areas found in the City.*
- *To reduce the areas involved within the CNEL = 70 noise contours.*
- *To increase the amount of noise attenuation and protective devices used in the City.*
- *To establish standards for residential and non-residential noise levels.*

DESCRIPTION OF IMPLEMENTATION MEASURES

Noise can be controlled or abated at the source, in the transmission from source to receiver, and at the receiver. The Noise Element of the General Plan establishes not only goals and objectives to control or abate noise but also somewhat more specific implementation measures to mitigate problems. The implementation measures include a series of policies by which to judge future development proposals and regulatory tools to facilitate the implementation of a program to reduce noise in the Upland community. These and additional implementation measures are described in the following material.

POLICIES

- *Methods for determining noise-compatible land uses should be established. The City should consider adopting Figure 10-1 "Land Use Compatibility for Community Noise Environments" as one means of determining noise-compatible land uses.*
- *Noise referral zones along existing or proposed major transportation routes should be established. Development projects located within these zones should be examined for noise impact. Where potential noise incompatibility is determined to exist, action should be taken to eliminate or mitigate possible incompatibilities.*
- *Proposed development projects should not generate noise which violates the noise ordinance (if enacted) or results in a noise level above "satisfactory," as determined by the noise compatibility standards, on nearby property. Project applicants should reduce or buffer the noise generated therein so as not to create an unsatisfactory noise environment for others.*
- *Municipal noise policies should be consistent with Airport Land Use Commission policies for land uses within ALUC jurisdiction.*
- *When preparing its noise ordinance, the City should utilize, as appropriate, the Model Noise Ordinances of the State of California and United States Environmental Protection Agency.*
- *When published, the City should consider adopting the latest edition of the Uniform Building Code (with its noise section).*

Figure 10-1

LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS

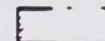
LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} OR CNEL, dB					
	55	60	65	70	75	80
RESIDENTIAL - LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES						
RESIDENTIAL - MULTI-FAMILY						
TRANSIENT LODGING - MOTELS, HOTELS						
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES						
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES						
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS						
PLAYGROUNDS, NEIGHBORHOOD PARKS						
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES						
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL						
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE						

INTERPRETATION



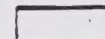
NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.



CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.



NOT FULLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



COMPLETELY UNACCEPTABLE

New construction or development should generally not be undertaken.

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L_{dn}. Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L_{dn}.

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL of L_{dn} in the environment, coupled with the measured or calculated noise source performance of the type of structure under consideration should govern the minimum acceptable distance to a noise source.

D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

REGULATORY TOOLS

Several regulatory tools are presented as means of mitigating problems and achieving the goals, objectives and policies of the Noise Element.

The tools include those listed below:

- Noise Referral Zones
- Residential Interior Noise Standards
- Non-Residential Noise Standards
- Land Use Controls
- Traffic Control and Regulation
- Animal Control
- Transportation Facilities
- School Sites
- Construction and Maintenance Equipment

These regulatory tools are explained in the following paragraphs.

Noise Referral Zones

In order that existing and future residents and workers in Upland are assured that exposure to unsafe noise levels is controlled, and that adequate consideration of abatement techniques is considered, it may be desirable to establish a means of recommending proposed land uses through the use of a land use compatibility chart such as the one shown as Figure 10-1. It also may be necessary to identify all existing land uses which are, or potentially will be, noise impacted.

Based on the noise contour maps, the requirements imposed by Federal and State legislation, and the land use compatibility chart, the City could establish an overlay zone called the "Noise Referral Zone" for indoor uses. The Noise Referral Zone could be defined as any area within the 57dB CNEL contours. This level is selected because of its relationship with indoor noise levels resulting from intruding outdoor noise. Basically, any structure housing noise sensitive uses -- e.g., office, residential, transient lodging, etc. -- could be required to provide a quiet environment. In areas above 57dB CNEL building design becomes important in achieving proper

indoor noise levels even though outdoor noise environments are in compliance with the recommended levels for the land use.

Residential Interior Noise Standards

The foregoing Noise Referral Zone concept is in support of the recommended Federal EPA "Levels Document" and the State of California Noise Insulation Standards. The State requires that interior noise levels resulting from the intrusion of exterior noise be limited to not more than 45dB CNEL for all attached dwelling units and transient lodging facilities, i.e., hotels, motels, townhouses, condominiums, apartments, duplexes and so on. Most cities are also following this lead and are requiring this noise limitation for single family detached dwellings. In addition, to reduce startle awakening and interruption of communication, many cities are limiting the peak instantaneous intrusion of aircraft flyovers to 65dBA and from railroads to 60dBA for the loudest 30% of passby events. Therefore, for any residential development or redevelopment including condominium-apartment conversions within the noise referral zone, an acoustical design report/study should be presented to the City to show that the interior limit on noise can be satisfied.

Non-Residential Interior Noise Standards

The amount of noise that is appropriate or tolerable for various types of non-residential indoor uses has been the subject of considerable study by architects, acoustical engineers, scientists, and psychologists. Some of the most widely accepted standards for interior noise are the N.C. (Noise Criteria) curves which specify the amount of noise acceptable (for typical human occupational uses) by both level and tonal frequency. To provide an easily understood set of noise criteria appropriate to non-residential interim uses, the more sophisticated NC curves have been approximated by average A-weight (i.e., equivalent continuous background) noise levels for typical commercial building uses for the 12 hours between 7:00 a.m. and 7:00 p.m. These levels denoted as "Leg 12" are presented in the following table as limits that should not be exceeded for typical uses.

USE

INTERIOR LEVEL, Leq12, dBA (7 am to 7 pm)

Private Offices	45
General Offices, Reception, Clerical, etc.	50
Bank Lobby, Retail Stores, Restaurant, Typing Pool, etc.	55
Other Areas for Manufacturing, Assembly, Test, Warehousing, etc.	65

In addition, it is recommended that the average intrusive maximum sound level from train passbys or from the loudest 30% of aircraft flybys not exceed 65dBA at the interior of the buildings to minimize disruption.

Land Use

To reduce the noise impacts to the people that live and work in Upland, the recommended noise limitations for both interior and exterior uses should be met. The City should require all new or reuse projects occurring within the Noise Referral Zone (or within a suspected high noise environment) to meet the interior and exterior standards of the noise element through proper acoustical engineering as provided for in the State Noise Insulation Standards (Title 25 of California Administrative Code). Notification would be provided to prospective developers by the planning staff that a condition of issuance of permits would be compliance with noise standards by design of an acoustical engineer. No building permits would be issued without approval of City staff of the acoustical report/design. This removes financial burden from the City and places it upon users.

Traffic Control and Regulation

Because community noise levels increase with traffic volume and percentage of heavy trucks, it may be useful to regulate traffic volume and limit the trucks on some roadways. Recent studies have shown that the most objectionable feature of traffic noise is that noise produced by vehicles equipped with illegal or faulty exhaust systems.

In addition, such "hot rod" vehicles are often operated in such a manner that tire squeal and excessively loud exhaust noise is produced. There exist a number of Statewide vehicle noise regulations that can be enforced by local authorities as well as the California Highway Patrol. Specifically, Sections 23130, 23130.5, 27150, 27151, and 38275 of the California Vehicle Code, as well as excessive speed laws may be applied to curtail this problem. Both the California Highway Patrol and the Office of Noise Control (through local health departments) are available to aid local authorities in code enforcement and training pursuant to proper vehicle sound level measurements. Additional measures might include such policies as limitation of siren usage within populated areas by police, fire and ambulance units.

Animal Control

Animal control units may be encouraged to minimize barking dog complaints, through use of an improved public relations campaign termed "Animal Philosophy." This involves working with pet owners to determine why the dog barks and attempting solutions rather than just issuing citations.

Transportation Facilities

The City could identify all residential areas adjacent to State freeways and County expressways which need remedial acoustical protection. Estimates would be made on the lineal feet of acoustical wall needed to provide noise attenuation. The State and/or County would then be requested to provide the remedial correction.

School Sites

Under Chapter 1.4, Section 126, of the Street and Highways Code, educational facilities should be measured by the State to evaluate compliance with the 50dBA interior noise standard. The number of schools corrected per year by the State would be used as a measure of the progress in achieving noise compatibility.

Construction and Maintenance Equipment

Because the public works activities of the City involves use of mechanical equipment which can be noise generating (i.e., chippers, jack hammers, street sweepers), It is desirable to consider a program for acquisition of new, quieter equipment and retrofit of existing equipment.

INTERNAL CONSISTENCY

Noise Element information is a continuing guideline for the Land Use Element. A land use/noise compatibility matrix is recommended for purposes of guiding land use decisions, both current and future. Once again, with regard to land use, the concept of a noise referral zone is suggested for future consideration. The measurement survey, contours, and recommended implementation measures all serve to guide the formulation of a more specific noise ordinance. Lastly, the Noise Element suggests and the Circulation Element incorporates the idea that it may be useful to regulate traffic volume and limit the trucks on some roadways. This latter topic is discussed in the Circulation Element.

APPENDICES

10-A: GLOSSARY

10-B: FUNDAMENTAL CONCEPTS OF SOUND

10-C: COMMUNITY NOISE MEASUREMENT SURVEY

10-D: CALCULATED UNSHIELDED ROADWAY
NOISE CONTOUR DISTANCES

APPENDIX 10-A: GLOSSARY

A-Weighted Sound Level (dBA)	The sound level measured on an instrument containing the "A" filter. The "A" filter electronically simulates the frequency response of the human ear under an average intensity of sound.
Ambient Noise	Ambient noise is all encompassing noise associated with a given environment, being usually a composite of sounds from many sources near and far.
Audible Range of Frequency	The normal frequency range of human hearing encompassing 16 Hz to 20,000 Hz (see "Frequency").
Average Daily Traffic (ADT)	The arithmetic mean of daily traffic volumes usually for a period of one year.
Background Noise	Background noise is a total of all sources of interference in a system used for the production, protection, measurement, or recording of a signal independent of the presence of the signal. In the urban environment, background noise is usually referred to as the "urban roar."
Community Noise Equivalent Level (CNEL)	The summation of all energy for a 24-hour day divided by the total number of seconds in a 24-hour day. The CNEL represents the average continuous noise level over a 24-hour period with special weighting factors applied to noise events occurring in the nighttime (10 p.m. to 7 a.m.), the evening (7 p.m. to 10 p.m.), and the daytime (7 a.m. to 7 p.m.). In the computation of the CNEL, a 4.8 -dB weighting is applied evening sound levels (7 p.m. to 10 p.m.) and a 10 -dB weighting is applied to nighttime sound levels (10 p.m. to 7 a.m.).

Day-Night Average Sound Level (Ldn)	The A-weighted average sound level in decibels (re 20 micropascals) during a 23-hour period with a 10 dB weighting applied to nighttime sound levels (10 p.m. to 7 a.m.). This exposure method is similar to the CNEL but deletes the evening time period (7 p.m. to 10 p.m.) as a separate factor.
Equivalent Sound Level (Leq)	The level of a constant sound, which over a given time interval and situation has the same sound energy as a time-varying sound. Usually related to period of time over which average is taken.
Frequency.....	The frequency of a function periodic in time is a reciprocal of the primitive period. The unit of measurement is the number of cycles per second, named the "hertz" (Hz).
Lx	The representation of the general statistical sound level forms associated with ambient noise. The subscript "x" represents the percentile value of the sound level. Levels in common use are L50 (median), L90 (residual), Leq (equivalent).
Major Arterial	An arterial street of four or more lanes usually with an Average Daily Traffic volume in excess of 10,000 and providing through traffic movement between areas and across the City, generally with direct access to abutting property.
Modal Noise Level	The most frequently occurring noise level in any specified time interval.
Noise.....	Annoying, harmful or unwanted sound.
Noise Attenuation.....	The ability of a medium to reduce the level of a noise source, specified in decibels (db) of transmission loss usually in octave frequency bands.
Noise Contour	A line connecting points of noise level as measured on the dBA scale.

Noise Exposure Forecast

Noise Exposure Forecast (NEF)	A 24-hour noise exposure index similar to CNR but with corrections for single event duration and pure tone components in sound source spectrum. Used almost exclusively for characterizing community impact to aircraft noise.
Noise Exposure Index (NEI)	The general mathematical form for Leq, CNEL, CNR, NEF, and Ldn.
Noise Impact Area	The land area which is within the noise impact boundary, as determined in accordance with Section 5050 of Title 4, Chapter 1, Subchapter 6, of the California Administrative Code, with reference to the Airport Noise Criteria stated in Section 5012 thereof, and which land area has incompatible land use per the definitions stated in Section 5014 thereof.
Noise Performance Standards	A standard based on permitted emissions rather than on the category or type of land use.
Noise Sensitive Land Uses	Noise sensitive land uses include but are not limited to: residential, hospital, schools, libraries, churches, unsoundproofed offices, hotels and motels and outdoor recreational areas. The use of land in which individuals are or can be particularly affected by noise is determined by such factors as psychological impairment, sleep disturbance, speech and talk interference and annoyance.
Maximum Noise Level	The highest instantaneous sound pressure level that occurs during a specified time interval. Generally, the term applies to the highest instantaneous sound pressure level that occurs during a single noise event, for example, during the overflight or a flyby of an aircraft as observed and measured as a fixed observation point on the ground.

Residual..... Residual noise is the definition used to specify the statistical parameter L90. It generally means the same thing as the term "background noise."

Sound..... (1) Sound is an oscillation in pressure, stress, particle displacement, particle velocity, etc., in a medium with internal forces (e.g., elastic, viscous), or the superposition of such propagated oscillations. (2) Sound is an auditory sensation invoked by the oscillation described above.

Sound Level Meter A measurement instrument, containing a microphone, an amplifier, an output meter, and one or more frequency weighting networks which is used for the determination of noise and sound levels.

APPENDIX 10-B: FUNDAMENTAL CONCEPTS OF SOUND

Sound is basically a mechanical phenomenon. As objects vibrate at a rapid rate, they cause the air immediately around them to be squeezed together (compressed) into concentric rings called packets at the same rate as the objects are vibrating. As the packets come in contact with the ear, the wave is intercepted by the outer ear shell and channeled to the eardrum. The eardrum is a very flexible membrane that begins to vibrate as each sound wave packet impacts on its surface. The vibrating eardrum in turn connects to a mechanical system of bones in the middle ear. This mechanical linkage transmits the vibrations to the inner ear, which is composed of small hair follicles.

These hair follicles are tuned to different wavelengths and vibrate only at their specific wavelength levels. Each hair is connected to an individual nerve which transmits an electrical impulse to the brain. The brain accepts each individual nerve impulse and then reassembles all of the impulses to reconstruct the original source vibration. The brain then identifies the sound through experience built up from infancy. Once identification is made, a person applies judgment as to what the sound is, what it means, whether it is good or bad, whether to pay attention or ignore it, and so on. This latter step is what makes hearing more than just a physical process.

Over a period of several decades, scientists have identified a number of characteristics of sound that are considered primary to the hearing process. These characteristics are discussed below.

SOUND PRESSURE

Pressure is the force of the sound wave. The higher the force, the greater the compression of the air. The importance of the pressure depends on the area over which the force is applied. For example, a spiked heel will do more damage to a tile floor than will a flat heel if each is applied with equal force because the spiked heel concentrates the force in a smaller area. Sound pressure is measured in several units in order to describe the same phenomena.

SOUND LEVEL

The loudness, or intensity, of the sound wave is the sound level. It represents the force per unit area. The higher the intensity, the louder the sound. There is a limit of maximum intensity the ear can withstand without causing damage for short periods. For example, many persons have experienced ruptured eardrums from intense, sharp sounds such as explosions. Ear damage is related to several factors; however, only one of which is intensity. Level is usually measured in decibel units. A separate discussion on decibels is presented later.

DURATION

The duration is the time a sound lasts. Time is important to both the subjective judgment of noisiness and the damage that can potentially occur to the ear structure. Duration is measured in units of time (i.e., seconds, minutes, and hours).

FREQUENCY

The pitch or tonal value of sound is the frequency. It is a measure of the number of air vibrations (sound impulses) reaching the ear in each sound. The unit measure of frequency is termed Hertz. The frequency measure of 500 sound vibrations reaching the ear in each second would be 500 Hertz. Most sounds in a community radiate at a number of frequencies. In fact, it is the combination of frequencies and their respective levels that permit us to distinguish sounds from each other.

EVENTS

Events are the number of times a source produces sound. This is really another way of discussing duration. However, common practice tends to limit the use of duration to a single occurrence rather than an accumulation of events.

TIME OF DAY

Community studies show that reaction to sound is related to the time of day in which a sound occurs. The reaction is chiefly related to the percentage of the population engaged in activities where high sound levels of excessive duration represent an interruption of the activity. Researchers generally identify no more than three periods of importance: 1) daytime - the period after waking to the period after the normal work day has ended (7 a.m. to 7 p.m.); 2) evening - the period of maximum family activity beginning after the working day until bedtime (usually 7 p.m. to 10 p.m. although some researchers extend it to 12 a.m.); and 3) night - the normal sleep period (approximately 10 p.m. to 7 a.m., but can vary depending upon the individual). Some researchers disagree on whether the average community is really more sensitive to noise in the evening as opposed to the daytime. Most researchers, however, agree that communities are more sensitive to sounds during the night. Therefore, the same sounds at night are potentially more irritating than they would be during the day or evening periods.

FLUCTUATION

The rate of change of the sound level. A varying sound level in some research has been found to produce a different reaction than a constant sound level.

INTRUSION

The extent to which a particular sound exceeds the sound level produced by other sources at the same time is intrusion. Research shows that the awareness of a certain sound is related to the extent to which it is masked by other sounds. Thus, any given sound level in a quiet community will be noticed before it will be noticed in a noisy community. Of course, the ability to notice a sound (discrimination process) is also related to frequency content, but seems to depend strongly on the intrusion level.

TONE

Tone is distinguishable frequency or frequency band.

EAR RESPONSE

Ear response is the ability of the ear to react to sounds at different frequencies. Because the ear is a mechanical structure, it does not react equally to sound levels at all sound frequencies. Generally, a person cannot hear sound at all when the frequency exceeds 15,000 cycles per second (Hertz) or when it falls below 20 cycles per second (Hertz). As frequencies exceed 4000 Hz or fall below 1000 Hz, a person's hearing becomes less and less acute until one cannot hear at all. The exact difference between a person's best and worst ranges is not a fixed quantity. It depends on the sound level one is exposed to at the moment. Generally, the higher the sound level, the less the distinction in hearing acuteness at high, medium and low frequencies.

SOUND ENERGY

The sound level per unit of time is sound energy. This is the mathematical combination of sound level, duration, and number of events.

APPENDIX 10-C: COMMUNITY NOISE MEASUREMENT SURVEY

MEASUREMENT TECHNIQUES AND EQUIPMENT

Field noise measurements were made using battery operated electronic equipment -- a pair of tripod mounted condenser microphones, a laboratory sound level meter with a digital printout. Before and after measurements, the equipment was field calibration checked to an accuracy of $\pm 0.25\text{dBA}$. Electronic systems noise was below 20dBA , providing for accurate measurements to the lowest of community noise levels. The following provides a more detailed description of the equipment used in the survey.

- One-half inch condenser microphone, B&K Instruments, free field response type 4165 for general and low level measurements.
- Precision Sound Level Meter, B&K Instruments type 2203. This instrument fulfills the requirements of ICE R123 and ANSI S1.4-61 for general purpose sound level meters. The instrument is considered a Type 1 sound level meter.
- Portable Noise Monitor, BBN Model 614, mini computer controlled sound level meter that measures, calculates and prints out sound pressure levels, A-weighted per ANSI S1.4-1971. This instrument is considered a Type 1 sound level meter.
- Sound Level Calibrator, B&K Instruments type 4230. Used to field calibrate sound level meters. The calibration frequency is 1000 Hz at $94.0 \pm 0.25\text{dB}$, reference $2 \times 10^{-5}\text{ N/m}^2$.

INDIVIDUAL SITE REPORTS

Each of the following individual site reports includes basic elements: a site description; a noise measurement summary; a description of noise sources; and a projected 24-hour noise exposure level in the CNEL and Ldn indices.

Site Number: 1

Site Description: Future intersection of West 22nd St. & Stonecrest Ave.
(new housing development under construction)

Site Land Use: RS15 zone; residential single-family housing

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day 7am-7pm	42.0	49.6	57.0
Evening 7pm-10pm	35.0	39.6	46.0
Night 10pm-7am	32.0	46.9	49.9

CNEL = 53.1dB; L_{dn} = 52.9dB

Cataloged Noise Sources - by time period:

Day: jet aircraft flyover 49dBA, traffic on Mountain 57dBA

Evening: distant traffic 35-36dBA, traffic on Mountain, 42-46dBA

Night: traffic on Mountain 44-46dBA; coyotes yipping, 36-38dBA

Site Number : 2

Site Description: West 22nd St. in front of Valencia Elementary School

Site Land Use: SP/RS20 zone; school & residential single famil housing

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day 7am-7pm	38.0	45.6	49.8
Evening 7pm-10pm	36.0	48.2	58.0
Night 10pm-7am	32.0	53.8	59.1

CNEL = 59.4dB; L_{dn} = 59.2dB

Cataloged Noise Sources - by time period:

Day: dogs barking 42dBA; distant train horn 46-48dBA.

Evening: dogs barking 38-40 dBA; 22nd St. traffic 58dBA; distant traffic 36-38dBA.

Night: distant traffic 32-34dBA; jet aircraft 40dBA

Site Number: 3

Site Description: Intersection of East 22nd and Campus Avenue

Site Land Use: Ag40/OS zone; agricultural and open space

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day 7am-7pm	46.0	51.2	51.8
Evening 7pm-10pm	34.0	39.5	40.0
Night 10pm-7am	39.7	41.9	63.8

CNEL = 50.2dB; Ldn = 49.9dB

Cataloged Noise Sources - by time period:

Day: powerline noise 46dBA

Evening: dogs barking 36dBA; powerline discharge noise 34dBA

Night: rain shower 63.8dBA

Site Number: 4

Site Description: Future Intersection of East 18th Street and Campus Avenue

Site Land Use: OS zone; open space with rock quarry

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in DB		
	Ambient	Average	Maximum
Day 7am-7pm	42.0	59.6	61.3
Evening 7pm-10pm	42.0	43.0	45.0
Night 10pm-7am	41.0	46.4	47.5

CNEL = 56.7dB; Ldn = 56.6dB

Cataloged Noise Sources - by time period:

Day: traffic on Campus 65dBA

Evening: dogs barking 44-45dBA; distant traffic 42-44dBA

Night: general background 41dBA

Site Number: 5

Site Description: Vacant lot at intersection of North Redding Way and West Clark Avenue

Site Land Use: RSIS/RS20 zone; residential, single-family housing

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day 7am-7pm	42.0	49.7	55.9
Evening 7pm-10pm	37.0	38.9	42.0
Night 10pm-7am	34.0	40.8	41.8

CNEL = 49.0dB; L_{dn} = 48.7dB

Cataloged Noise Sources - by time period:

Day: professional carpet cleaning service ad adjacent residence, 46dBA; passing car, 58dBA

Evening: distant traffic, 37dBA; dog barking, 42dBA

Night: distant traffic 34-36dBA

Site Number: 6

Site Description: Front yard of 1349 N. Alta Avenue

Site Land Use: RS 7.5 zone; residential, single-family housing

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day 7am-7pm	46.0	52.3	54.3
Evening 7pm-10pm	46.5	54.1	59.0
Night 10pm-7am	41.0	47.3	49.1

CNEL = 56.9 dB; L_{dn} = 55.1dB

Cataloged Noise Sources - by time period:

Day: traffic on Foothill 46-47dBA; pounding nails for construction 48dBA

Evening: distant traffic, 46.0dBA; rock band practicing in home across street, 50-59dBA

Night: distant train 41dBA

Site Number: 7

Site Description: Parking lot in front of 685 West Foothill Boulevard (Ralph's Supermarket in "The Plaza" Shopping Center) and across the street from Upland High School

Site Land Use: CH/SP zone; commercial-highway and school

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day 7am-7pm	59.1	65.1	72.0
Evening 7pm-10pm	57.1	60.8	68.0
Night 10pm-7am	44.0	49.6	58.0

CNEL = 64.1dB; L_{dn} = 62.5dB

Cataloged Noise Sources - by time period:

Day: traffic on Foothill, 62-66 dBA; Volkswagen car with modified exhaust - leaving Jack-in-the-Box, 72dBA; car at 20 ft. in parking lot, 64dBA

Evening: traffic on Foothill, 61-64dBA; clerks collecting shopping carts, 62-64dBA; car at 20 ft. in parking lot, 62dBA

Night: traffic on Foothill, 56-58dBA; jet aircraft, 48dBA; blower fan at Jack-in-the-Box, 44dBA

Site Number: 8

Site Description: Vacant lot at end of cul-de-sac on West 14th Street

Site Land Use: OS/AVR/RM4.4/RS7.5 zone; open space, end of airport runway, residential multi-family housing, and residential single-family housing

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day			
7am-7pm	44.0	51.3	62.0
Evening			
7pm-10pm	44.0	46.7	50.0
Night			
10pm-7am	32.0	38.3	42.5

CNEL = 50.6dB; L_{dn} = 49.2dB

Cataloged Noise Sources - by time period:

Day: traffic on Benson Road, 44-48dBA; car in cul-de-sac, 62dBA

Evening: children shouting on block away at lighted play area, 45-50dBA; motorcycle on Benson, 48dBA; distant traffic 44-45dBA

Night: general background noise, 32-34dBA

Site Number: 9

Site Description: Parking lot behind 1450-1470 West 9th Street

Site Land Use: ML zone; light industrial

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day			
7am-7pm	50.0	54.1	55.0
Evening			
7pm-10pm	43.0	47.2	56.0
Night			
10pm-7am	45.0	49.4	56.8

CNEL = 56.3dB; L_{dn} = 55.9dB

Cataloged Noise Sources - by time period:

Day: grinding operations at Indisco Plant, 51dBA; I-10 traffic, 50dBA; truck on 9th Street, 68dBA

Evening: 9th Street traffic, 56dBA; I-10 traffic, 44dBA; light aircraft, 49dBA; jet, 46dBA

Night: I-10 Freeway, 45-47dBA; jet aircraft, 46-48dBA

Site Number: 10

Site Description: Mid-block of 400 West 8th Street in front of small public park just east of a church

Site Land Use: SP/RS7.5 zone; public park and residential, single-family housing

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day 7am-7pm	48.0	59.1	64.0
Evening 7pm-10pm	46.0	54.9	64.0
Night 10pm-7am	42.0	53.0	55.6

CNEL = 61.0dB; L_{dn} = 60.2dB

Cataloged Noise Sources - by time period:

Day: traffic on 8th Street, 60-64dBA; dogs barking, 52dBA; light aircraft, 55dBA

Evening: light aircraft, 60dBA; traffic on 8th Street, 60-62dBA; train passage, 62-64dBA

Night: I-10 Freeway, 42-48dBA

Site Number: 11

Site Description: Apartment building at 821 Richland Street and facing onto I-10 freeway

Site Land Use: RM1.5 zone; multi-family residential housing and freeway

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day			
7am-7pm	59.0	65.4	72.0
Evening			
7pm-10pm	48.0	61.7	66.0
Night			
10pm-7am	53.0	59.1	63.0

CNEL = 67.3dB; Ldn = 66.4dB

Cataloged Noise Sources - by time period:

Day: jet aircraft take-off, 68-72dBA; freeway (I-10), 62-65dBA

Evening: Freeway (I-10), 48-61dBA; diesel trucks, 64dBA

Night: Freeway (I-10), 54-57dBA; diesel trucks, 63dBA

Site Number: 12

Site Description: Intersection of Beth Way and Maywood Avenue
(Sales office/models for housing tract)

Site Land Use: RS10 zone; residential, single-family housing

Time Period (Range of Hours)	Measured A-Weighted Sound Pressure Levels in dB		
	Ambient	Average	Maximum
Day			
7am-7pm	48.0	45.0	46.7
Evening			
7pm-10pm	34.0	37.7	38.0
Night			
10pm-7am	38.0	46.0	50.5

CNEL = 51.8dB; Ldn = 51.7dB

Cataloged Noise Sources - by time period:

Day: traffic noise, 42-44dBA

Evening: resident across street practicing musical instrument (poorly), 38dBA; dog barking (at music), 38dBA

Night: distant traffic, 38-40dBA; rainfall, 38-40dBA

APPENDIX D: CALCULATED UNSHIELDED ROADWAY NOISE CONTOUR DISTANCES

Table
Unshielded Noise Impact Distances Reference Roadway Centerline*

Roadway Link ADT**	Distance to CNEL Contour, Ft					
	75	70	65	60	57	55
CENTRAL						
1) 18,800	13.8	31.8	95.8	301.5	601.4	953.0
BENSON						
1) 9,200	11.0	17.8	47.7	147.8	294.4	466.4
2) 8,500	10.9	16.9	44.2	136.6	272.0	431.0
3) 8,300	10.8	16.6	43.2	133.4	265.6	420.8
4) 6,300	10.5	14.2	33.5	101.5	201.7	319.5
5) 9,800	11.2	18.6	50.7	157.4	313.6	496.6
6) 8,800	10.9	17.3	45.7	141.4	281.6	446.2
7) 6,400	10.5	14.3	33.9	103.1	204.9	324.6
MOUNTAIN						
1) 32,000	19.1	52.3	162.5	513.0	1023.5	1622.1
2) 34,000	24.9	57.4	173.3	545.3	1087.6	1723.5
3) 30,000	23.6	51.3	153.1	481.2	959.7	1520.8
4) 28,000	22.9	48.4	143.1	449.2	895.7	1419.4
5) 24,000	21.7	42.5	123.0	385.1	767.8	1216.7
6) 24,000	21.7	42.5	123.0	385.1	767.8	1216.7
7) 15,900	19.7	31.2	82.6	255.5	508.5	806.2
8) 17,000	20.0	32.7	82.0	273.1	544.0	861.9
9) 14,000	19.3	28.8	73.2	225.1	448.1	709.9
10) 17,700	20.1	33.6	91.5	284.3	566.4	897.4
11) 11,600	18.9	25.9	61.5	186.8	371.4	588.3
12) 10,100	18.7	24.2	54.3	162.9	323.5	512.3
13) 8,200	18.5	22.3	45.3	132.7	262.9	416.0
14) 5,800	18.2	20.3	34.5	94.7	186.4	294.5
SAN ANTONIO						
1) 6,700	19.1	26.8	65.5	200.0	397.8	630.0
2) 7,600	19.4	28.9	73.7	226.6	451.1	714.6
3) 8,100	19.5	30.1	78.2	241.4	280.7	761.6

Roadway Link ADT**	Distance to CNEL Contour, Ft					
	75	70	65	60	57	55
4) 7,400	19.3	28.4	71.8	220.7	439.2	695.8
5) 9,500	20.1	33.5	91.1	282.9	563.7	893.1
6) 9,500	20.1	33.5	91.1	282.9	563.7	893.1
7) 7,600	19.4	28.9	73.7	226.6	451.1	714.6
8) 6,100	18.9	25.5	60.1	182.2	362.2	573.6
9) 5,100	18.6	23.5	51.2	152.7	303.0	497.7
10) 1,500	18.5	22.4	46.0	135.0	267.5	423.4

EUCLID

1) 38,500	64.6	126.3	365.0	1145.6	2283.9	3619.2
2) 38,000	64.3	125.0	361.0	1130.8	2254.3	3572.2
3) 35,800	63.2	119.1	340.7	1065.4	2123.2	3365.4
4) 28,000	59.6	98.9	268.6	834.0	1661.4	2632.4
5) 24,600	58.3	90.6	237.3	733.2	1459.9	2312.9
6) 24,700	58.3	90.8	238.2	736.1	1465.8	2312.6
7) 24,700	58.3	90.8	238.2	736.1	1465.8	2321.6
8) 22,000	57.4	84.5	213.6	656.1	1305.8	2068.6
9) 18,500	56.3	76.7	181.9	552.5	1098.5	1739.7
10) 17,900	56.1	75.5	176.6	534.7	1062.9	1683.3
11) 16,600	53.7	72.8	164.9	496.3	985.9	1561.2
12) 8,000	54.0	58.5	92.3	243.7	477.5	753.9
13) 6,600	53.9	57.0	81.9	203.3	395.1	622.7

SECOND AVENUE

1) 6,800	10.6	14.8	35.9	109.5	217.7	344.8
2) 2,900	1.5	11.0	17.8	47.5	93.3	147.3

SULTANA

1) 2,400	1.2	10.7	15.7	39.7	77.4	122.1
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CAMPUS

1) 6,400	10.5	14.3	33.9	103.1	204.9	320.0
2) 8,500	10.9	16.9	44.2	136.6	272.0	431.0
3) 7,700	10.7	15.9	40.3	123.8	250.0	390.4

Roadway Link ADT	Distance to CNEL Contour, Ft					
	75	70	65	60	57	55
4) 5,800	10.4	13.7	31.1	93.5	185.8	294.2
5) 5,800	10.4	13.7	31.1	93.5	185.8	294.2
6) 5,800	10.4	13.7	31.1	93.5	185.8	294.2
7) 5,200	10.3	13.0	28.2	84.0	166.6	263.8
8) 4,400	10.2	12.2	24.4	71.2	141.1	233.3
SAN BERNARDINO						
1) 7,200	10.6	15.3	37.8	115.8	230.5	365.1
GROVE						
1) 14,800	12.5	25.7	75.7	237.4	473.5	750.3
2) 6,300	10.5	14.2	33.5	101.5	201.7	319.5
3) 920	10.0	10.1	11.0	17.8	31.1	47.7
SEVENTH						
1) 10,700	11.4	19.9	55.2	171.8	342.4	542.5
2) 7,800	10.8	16.0	40.8	125.4	249.7	395.5
3) 4,800	10.3	12.6	26.3	77.6	153.8	243.5
4) 10,600	11.4	19.7	54.7	170.2	339.2	537.4
5) 6,200	10.5	14.1	33.0	99.9	198.5	314.4
6) 5,500	10.4	13.3	29.6	88.7	176.2	279.0
EIGHTH						
1) 8,000	10.8	16.3	41.8	128.6	256.1	405.6
2) 6,800	10.6	14.8	35.9	109.5	217.7	344.8
3) 6,600	10.5	14.6	34.9	106.3	211.3	334.7
4) 4,400	10.2	12.2	24.4	71.2	141.1	223.3
5) 4,100	10.2	12.0	23.1	66.5	131.5	208.1
6) 4,100	10.2	12.0	23.1	66.5	131.5	208.1
NINETH						
1) 3,000	18.1	19.2	28.1	70.4	137.0	216.0
2) 3,700	18.2	19.9	32.1	85.9	168.5	266.1
3) 6,700	18.6	23.6	51.3	153.1	303.9	481.2
4) 6,600	18.6	23.4	50.7	150.9	299.4	474.0
5) 5,200	18.4	21.5	41.4	119.4	236.1	373.6
6) 6,800	18.6	23.7	52.0	155.4	308.4	488.3

Roadway Link ADT**	Distance to CNEL Contour, Ft					
	75	70	65	60	57	55
ARROW HIGHWAY						
1) 6,500	25.3	35.1	84.4	256.8	510.8	809.0
2) 9,000	26.5	42.8	114.5	354.9	706.9	1119.9
3) 10,100	27.1	46.4	127.9	398.1	793.2	1256.8
4) 9,800	28.9	45.4	124.3	386.3	769.6	1219.4
5) 6,500	25.3	35.1	84.4	256.8	510.8	809.0
6) 3,700	24.4	28.1	51.9	147.5	291.4	460.9
ELEVENTH						
1) 4,000	10.2	11.9	22.6	64.9	128.3	203.0
2) 5,900	10.4	13.8	31.5	95.1	189.0	299.2
3) 7,100	10.6	15.2	37.4	114.2	227.3	360.0
4) 3,800	10.2	11.7	21.7	61.7	121.9	192.9
FOOTHILL						
1) 28,000	42.3	112.7	349.2	1101.8	2198.0	3483.5
2) 27,500	41.8	110.8	343.0	1082.2	2158.8	3421.3
3) 28,500	42.8	114.7	355.4	1121.5	2237.5	3545.7
4) 26,000	40.3	105.1	324.4	1023.2	2041.1	3234.7
5) 24,500	38.8	99.3	305.7	964.2	1923.3	3048.1
THIRTEENTH						
1) 3,500	10.2	11.5	20.4	57.0	112.4	177.7
2) 3,800	10.2	11.7	21.7	61.7	121.9	192.9
3) 1,400	10.0	10.2	12.3	24.6	45.9	71.7
FOURTEENTH						
1) 1,900	10.0	10.5	13.9	32.1	61.6	96.8
2) 2,800	10.1	11.0	17.4	46.0	90.1	142.3
3) 3,500	10.2	11.5	20.4	57.0	112.4	177.7
FIFTEENTH						
1) 2,800	10.1	11.0	17.4	46.0	90.1	142.3
2) 2,700	10.1	10.9	17.0	44.4	85.5	137.2
3) 1,600	10.0	10.3	12.9	27.5	52.1	81.7

Roadway Link ADP**	Distance to CNEL Contour, Ft					
	75	70	65	60	57	55
SIXTEENTH						
1) 12,500	11.8	22.4	64.1	200.6	399.9	633.7
2) 8,700	10.9	17.2	45.2	139.8	278.4	441.1
3) 7,700	10.7	15.9	40.3	123.8	246.5	390.4
4) 10,400	11.3	19.4	53.7	167.0	332.8	527.3
SEVENTEENTH						
1) 2,100	10.1	10.6	14.6	35.1	67.9	106.9
2) 2,000	10.1	10.5	14.2	33.6	64.7	101.9
EIGHTEENTH						
1) 1,700	10.0	10.4	13.2	29.0	55.3	86.8
2) 2,000	10.1	10.5	14.2	33.6	64.7	101.9
NINETEENTH						
1) 5,700	10.4	13.5	30.6	91.9	182.6	289.1
2) 13,000	12.0	23.1	66.7	208.6	415.9	659.0
3) 14,700	12.5	25.6	75.2	235.8	470.3	745.2
TWENTIETH						
1) 900	10.0	10.1	11.0	17.6	30.5	46.7

*Analytically determined using Federal Highway Administration's FHWA-RD-77-109 roadway noise prediction model. Worst case hard reflective ground and direct line of sight to roadway FRGM receiver location

**Link numbers keyed to city provided ADP map.

Table 1. Summary of the data collected during the field study.						
Location	Date	Time	Temperature (°C)	Humidity (%)	Wind Speed (m/s)	Wind Direction
Station A	10/01/2018	08:00	25.5	65	1.2	SE
	10/01/2018	12:00	28.0	55	1.5	SE
	10/01/2018	16:00	26.0	60	1.0	SE
	10/01/2018	20:00	24.0	70	0.8	SE
Station B	11/01/2018	08:00	27.0	60	1.0	SE
	11/01/2018	12:00	29.0	50	1.2	SE
	11/01/2018	16:00	27.0	55	1.0	SE
	11/01/2018	20:00	25.0	65	0.8	SE
Station C	12/01/2018	08:00	26.0	62	1.1	SE
	12/01/2018	12:00	28.5	52	1.3	SE
	12/01/2018	16:00	26.5	58	1.0	SE
	12/01/2018	20:00	24.5	68	0.9	SE
Station D	13/01/2018	08:00	25.0	64	1.0	SE
	13/01/2018	12:00	27.5	54	1.2	SE
	13/01/2018	16:00	25.5	59	1.0	SE
	13/01/2018	20:00	23.5	69	0.8	SE
Station E	14/01/2018	08:00	26.5	61	1.1	SE
	14/01/2018	12:00	28.0	51	1.3	SE
	14/01/2018	16:00	26.0	56	1.0	SE
	14/01/2018	20:00	24.0	66	0.9	SE
Station F	15/01/2018	08:00	25.5	63	1.0	SE
	15/01/2018	12:00	27.0	53	1.2	SE
	15/01/2018	16:00	25.0	58	1.0	SE
	15/01/2018	20:00	23.0	68	0.8	SE

The data were collected during the field study at six different locations (Station A to Station F) over a period of 15 days. The data were collected at four different times of the day (08:00, 12:00, 16:00, and 20:00). The data were collected at six different locations (Station A to Station F) over a period of 15 days. The data were collected at four different times of the day (08:00, 12:00, 16:00, and 20:00).

The data were collected during the field study at six different locations (Station A to Station F) over a period of 15 days. The data were collected at four different times of the day (08:00, 12:00, 16:00, and 20:00). The data were collected at six different locations (Station A to Station F) over a period of 15 days. The data were collected at four different times of the day (08:00, 12:00, 16:00, and 20:00).

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